PHASE 1

CONCEPT AND FINANCIAL PLAN

the junction of the Red and Assiniboine Rivers

Canada Manitoba Winnipeg

88-01054/

PHASE 1

CONCEPT AND FINANCIAL PLAN

Report to Shareholders
by Board of Directors
The Forks Renewal Corporation
November 12, 1987

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Summary and Conclusions

The Forks Renewal Corporation

The Forks Renewal Corporation was established by the municipal, provincial and federal governments to own and redevelop a major riverfront site at the junction of the Red and Assiniboine Rivers, and to co-ordinate redevelopment of the surrounding East Yard Area. The Unanimous Shareholder Agreement of July 29, 1987 provided a Preliminary Concept and Financial Plan to guide the Corporation's activities, and required a Phase I Concept and Financial Plan to be submitted by November 12, 1987, after completion of initial public consultation.

The Corporation's major work to date has focussed on extensive consultations with the public, community groups, developers and individual members of the public, between early June and late October, 1987, to obtain suggestions and proposals for redevelopment of The Forks. The Board received over 140 written submissions. Enthusiastic responses were received from a wide range of individuals and organizations, indicating a high level of public interest in The Forks. These responses confirm support for both the public and private sectors to create a special and unique place that respects our history and cultural diversity and invites public use on a year-round basis.

The Board of Directors' conclusions and the Phase I Plan submitted to the three governments are summarized below.

Concept Plan Theme and Objectives

The Board concludes that The Forks should be redeveloped as a "Meeting Place" — a special and distinct all-season gathering and recreation place at the junction of the Red and Assiniboine Rivers.

The "Meeting Place" theme should be used to evoke many exciting perspectives, including:

— The Forks as Canada's cross-roads
— the meeting of old and new
— the meeting of diverse peoples
— a place for people to meet, work and play throughout the year.

The Forks demands a distinctive response to its environment and culture. The Board sees an opportunity to demonstrate and celebrate the province's hydro-electric resource through creative use of light, water and power — to dramatize and enhance site landscapes, to highlight imaginative water features, to provide security and warmth, to move people through the site, and to power innovative technologies and displays.

Striking visual features at The Forks should constitute a compelling statement at the site rather than imitation of elements from elsewhere. Special or unique structures, buildings, gathering places, site amenities, or some distinctive combination of such options merit attention, and future development throughout The Forks should enhance the site's most significant natural gathering places. The result must express Winnipeg's climate, with its dramatic change of seasons and colours; the geography, with the meeting of rivers, prairie and expansive sky; and the cultural traditions that have grown out of this special place located in the midst of Canada. Particular attention must be given to winter livability, including use of bright colour contrasts, wind sheltering, sun-catchment areas, sidewalk heating to remove snow and ice, domes or other protective pedestrian walkways, and other similar approaches.

The Board has set out additional objectives and site planning principles for The Forks and the East Yard Area, including the objective to encourage all-season public recreation and the need to enhance public access throughout the site for pedestrians, cyclists, the handicapped and the disabled. The Phase I Plan should involve the public and private sectors in development of components that are self-sustaining and self-sufficient, to the greatest extent possible, to ensure viability, durability and excellence, and to enable the Corporation to achieve financial independence within a reasonable time period.

Phase I Components

The Board recognizes that redevelopment of The Forks will proceed in several phases, and concludes that a mix of recreational, historical/cultural, residential, institutional and supportive commercial projects should begin during Phase I to stimulate desired activity at the natural gathering places throughout the site, allowing subsequent phases to proceed as infill.

Parks Canada's nine-acre National Historic Park, opening next fall, will develop most of the site's prime riverbank with green spaces as well as hard-edged waterfront facilities. Future developments can link this park to the riverbanks between Stephen Juba and Bonnycastle Parks.

Mixed-use development on the balance of the site should physically integrate its different parts, ranging from the

scenic South Point at the forks of the two rivers, to the anticipated CN office/commercial developments adjacent to Winnipeg's business district. Strong links should be created between The Forks and the adjacent Broadway, Fort Rouge, St. Boniface and Exchange Districts.

Highlights of the Phase I public-use components proposed for The Forks include the following:

- **Public Food Market**
  Re-use of the existing buildings near the rail-line for a lead project to provide an indoor, specialty, public food market serving Winnipeg throughout the year.

- **Assiniboine Riverfront Quay**
  A multi-use and open-area, public waterfront development for the North Assiniboine Area to stimulate year-round recreation integrated with restaurants, a public food market, residential uses, and appropriate redevelopment of the Johnson Terminal as well as the rail bridge link to the South Point.

- **All-Season Leisure Centre**
  A new and significant structure attracting over 600,000 visitors a year to enjoy a mix of year-round recreation, leisure and fitness activities, including indoor water-park facilities and indoor and outdoor public gardens situated to provide excellent year-round visual access to the forks of the rivers as well as the National Historic Park, and developed to encourage year-round, public, outdoor recreation along the riverfront.

- **Archaeological Developments**
  Public excavations at the Fort Gibralter II/Fort Garry I site, which straddles the Parks Canada and Corporation lands near the rail bridge. Similar excavations may be examined for other parts of the site.

- **Multi-Cultural Centre**
  A facility involving participation of all Manitoba cultural groups, perhaps involving a major, year-round public meeting area with strong links to public activities which might include the marketing of multi-cultural foods, arts and crafts as well as interpretive and broadcast production facilities.

- **Historical/Cultural Interpretive Facilities**
  Development of modern, interpretive and audio-visual facilities to provide historical/cultural and tourist-oriented interpretive activities.

- **Red River Marina**
  A multi-purpose, leased summer dockage/public service marina for the area north of the Provencher Bridge, integrating public access and recreation as well as private residential uses.

- **Native Centre**
  Under native direction, a centre for the local and/or national native community could meet a variety of needs, ranging from local social and cultural activities to a national meeting place, a national archives, or Manitoba native heritage centre.

The Phase I Plan includes development of 500 to 1,100 residential units through selective marketing. These residential units would be mixed with other activities throughout the Corporation's lands, with appropriate guidelines being provided as to location, density, height and ground-level public access and use.

The Phase I Plan also includes provision for significant institutional and other commercial projects on the Corporation's central lands adjacent to York Avenue and the CN main rail line, including a regional broadcast and performance centre, and various educational, research and other facilities.

The Phase I Plan for mixed-use renewal reflects the diverse history of The Forks as well as its future need, if it is to achieve prominent public use, to ensure security, vitality and viability throughout the year. The specific mix of components set out in the Phase I Plan will provide commercial uses, often with peak activities during normal weekdays, complementing intensive public use on weekends and evenings. Full-time residents will enhance security and vitality. Recreation and leisure activities will attract a broad cross-section of participants throughout the year to use and enjoy this special site. Historical and cultural activities will recognize past and future perspectives, using high-quality, public, participatory and interactive elements, such as modern multi-media facilities, cultural programming and imaginatively designed interpretive units.

The Board recognizes the overriding requirement to create a special place at The Forks. Adoption of a "mixed-use" plan does not imply tolerance for a hodge-podge of elements which ignores the need for thematic planning and design. The Phase I Plan calls for excellence and clearly requires that projects should be included in the program only if they advance the overall Concept Plan theme and objectives.

The Corporation's role is to co-ordinate and negotiate with private, institutional and other groups to ensure achievement of the Concept Plan. The Corporation will retain ownership of its lands, and establish leases and agreements with developers to protect public-sector interests, and will provide appropriate, long-term, planning guidelines to benefit and protect developers and the public with respect to land use, building design, public access, landscaping, responsibilities for development and operation, and rights for further development during future phases.

Site Access

The Board confirms the basic access and servicing for the East Yard Area as set out in the Preliminary Plan.

New road access to The Forks is a critical requirement to facilitate the Phase I program, and the following should be considered:

- accelerate the opening of the York/St. Mary extensions as soon as practicable prior to 1992;

- construct the new north-south road in 1988, linking Pioneer Avenue to The Forks, to provide public access to the Parks Canada National Historic Park by the fall of 1988;

- install new services to be located in York Avenue extension right-of-way as soon as is feasible, preferably in 1988.

The provision of secondary public access to The Forks from Main Street through the existing rail underpass near the Assiniboine River is being considered for inclusion in the Phase I Plan. In addition, pedestrian and vehicle access to the South Point from Main Street must be accommodated when the Norwood Bridge is redeveloped.

Development of exclusive transit corridors to the East Yard Area is supported during Phase I from the north-east and south-west areas of Winnipeg. Also, suggestions have been made for innovative public transportation to link The Forks with adjacent areas of Winnipeg's downtown.

Other access to The Forks is discussed in the report, including measures to provide riverbank and other pedestrian, bicycle and handicapped access.

Land Ownership

The 18 acres to be retained by CN will be located north of York Avenue as generally set out in the Preliminary Plan, on the understanding that CN and the Corporation will co-operate in redevelopment of the areas located therein between the Red River (where the Corporation holds title to riverfront lands) and the road area where CN holds title. Provision has been made to ensure road access to the riverfront areas, if so desired by the Corporation, from the Pioneer Avenue/north-south road system.

Development Corporation Activities

The Corporation plans to carry out Phase I activities involving clearing and relocation; road access, utilities, and parking development; landscaping, riverbank and site enhancement; major function assistance; property ownership and maintenance; development program and administrative activities.

Special heritage, public programming, consultation and preliminary activities are identified for Phase I:

- retain an archaeological heritage advisor to work under direction of the Board

- work with an appointed heritage advisory committee

- reserve an area for reburial, if so desired, of remains from graves found during development

- plan and consult with appropriate authorities on Heritage Resources Act matters, subject to the Corporation's funding

- establish a planning advisory committee to encourage excellence in design and planning

- develop programming to encourage the public to discover, use and enjoy The Forks

- continue regular public consultation through an annual public meeting.

Phase I Financial Plan

The Corporation is expected to achieve financial self-sufficiency within a reasonable time period. After review of issues relating to this expectation, the Board concludes that the Phase I program, with $20.6 million of committed government funding, will result in addi-

tional private, institutional and other investment in excess of $100 million within the first five-year period. Additional public-sector capital assistance will be required to ensure development of important specific components.

The following conclusions apply to the achievement of financial self-sufficiency.

- **Projected Expenditures and Shareholder Contributions**
  Administrative and development activities are projected to require approximately $2 million annually through Phase I, and to require an average of over $1.5 million annually for the next five years. Capital expenditures are projected at $19 million during the next five years. The initial shareholder funding will be fully required in the first three years to meet essential lead obligations.

- **Project and Component Funding**
  Most residential, institutional and supportive commercial projects in Phase I can be developed by private or institutional groups without additional public-sector financial support. However, other Phase I components, including many of the historical/ cultural and recreation activities, will require significant capital funding assistance.

- **Land Leases for Each Project**
  The Corporation's land-carrying costs should be transferred to developers and proponents, through land leases, at the earliest practical time during Phase I. The Corporation should aim to defray the balance of its costs through income earned from land leases and revenues from other activities undertaken by the Corporation. The Board is satisfied that the Phase I components should generate sufficient land lease revenues to meet the development objectives when these funds are combined with future financial support by the governments for the Corporation.

- **Future Financial Support by Governments**
  With respect to future financial support by governments, the Board's Phase I Plan assumes that Canada will contribute the funds that CN has committed to pay out of future revenues earned from its lands in the East Yard Area; the Phase I Plan also assumes that Manitoba's and Winnipeg's contributions will match the money from CN for use in meeting the Corporation's future operating and other costs.

- **Borrowing Authority**
  The Corporation requires a reasonable borrowing authority of up to $10 million to carry out the Phase I Plan.

- **Relationship with Other Tri-Government Development Agencies**
  The review after Phase I, suggested in the Preliminary Plan, may be an appropriate time to use lease incomes derived from the ongoing activities of other downtown development agencies owned by the three governments, in order that any successful commercial development by such agencies could help to finance the longer term public development emerging at The Forks.

Implementation

Key steps already implemented to redevelop The Forks include land assembly, establishment of the tri-government public development corporation, and commitment of over $20 million of funds to carry out the Phase I work.

The next major steps involved in implementing the program are as follows:

Phase I Plan Approval . . . . . by Dec. 31, 1987
Project Selection and Negotiation . . . starting in 1988
Rail Clearance . . . . . during 1988
Site Access Roads and Park Opening . . . during 1988
Project Construction and Opening 1988/92
York/St. Mary Extension . . . expect opening in 1992

The Corporation is subject to the City of Winnipeg Act and the Manitoba Heritage Resources Act, and the Board recognizes the need to continue consultation with Winnipeg and Manitoba on these matters.

The Board will seek appropriate public-sector capital funding as soon as possible to enable potential lead public projects to launch redevelopment of the site.

1

Introduction

The municipal, provincial and federal governments have established The Forks Renewal Corporation to own and redevelop a large, historic, riverfront site at the junction of the Red and Assiniboine Rivers in the heart of Winnipeg. The Corporation is also responsible for co-ordinating redevelopment of the broader East Yard Area (see Figure 1) which includes the Union Station and the Fort Garry Curling Club on Main Street, adjacent commercial development along the east side of Main Street, the local Canadian National Railway (CN) main rail line, new extensions from York and St. Mary Avenues to the Provencher Bridge, CN and Winnipeg Hydro properties north of the York Avenue extension, and the Parks Canada National Historic Park which is being completed on part of the riverfront.

Under the Unanimous Shareholder Agreement of July 29, 1987 which established the Corporation and specified its powers and duties, the three levels of government provided a Preliminary Concept and Financial Plan (see Appendix I) to guide the Corporation in its undertakings. Under the Agreement, the Corporation is required to submit by November 12, 1987 a Phase I Concept and Financial Plan consistent with the Preliminary Plan set out in the Agreement. The conclusions of the Corporation's Board of Directors, and the Phase I Concept and Financial Plan submitted to the three governments are presented below.

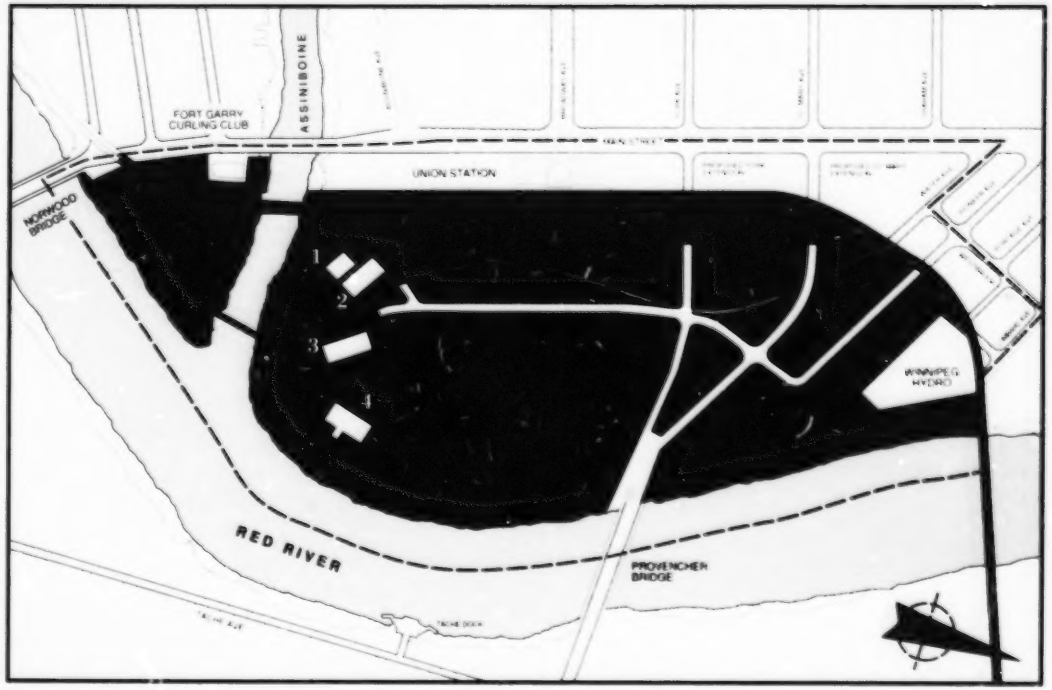


Fig. 1 EAST YARD AREA

EXISTING BUILDINGS:

1 GARAGE
2 TRAINING / FITNESS
3 JOHNSON TERMINAL
4 B & B BUILDING

LAND OWNED BY THE FORKS RENEWAL CORPORATION
LAND RETAINED BY CN
PARKS CANADA SITE
CN MAIN LINE
EAST YARD AREA

2

The Corporation

Background

The East Yard Area delineates over 90 acres (36 hectares) in downtown Winnipeg, nestled between the CN main rail line (which is to be retained) and two major rivers. Redevelopment of this area has been pursued actively since the early 1970s. Recent efforts have been oriented towards creating public access to the site's historic and scenic riverfront elements:

- The Canada-Manitoba A.R.C. Program has opened the way for Parks Canada to develop, by the fall of 1988, a nine-acre riverfront National Historic Park across the river from the St. Boniface Basilica.

- The tri-government Winnipeg Core Area Agreement has led to acquisition of the remaining private sector properties (excluding CN lands in this area).

- The transfer of the Union Station to VIA Rail has opened up new opportunities for redevelopment of this historic facility.

These separate initiatives underline the need for an effective overall plan for redevelopment of the entire East Yard Area. To expedite this process, in March 1986, Canada, Manitoba and Winnipeg established an East Yard Task Force to initiate preliminary steps leading to a major, multi-purpose redevelopment of the site. As part of its mandate, the tri-level Task Force presented a recommended preliminary concept and financial plan in December 1986, which was endorsed by its respective governments, to be carried out by a new public development agency, The Forks Renewal Corporation, responsible for ownership and development of the land on behalf of the three levels of government. The Task Force also recommended that the 10-member, community-based Board of the Corporation invite the public, community groups and developers to submit ideas, concepts and proposals for redevelopment of the area, and that this Board then prepare a Phase I Concept and Financial Plan for approval by the three levels of government.

The following tri-government initiatives will create the first practical opportunity to proceed with redevelopment of The Forks:

- Canada has arranged, by a memorandum of understanding with Canadian National Railways, for a major change in site ownership, under which CN will transfer to Canada most of its lands in the East Yard Area, and Canada will contribute this property to the Corporation by the end of 1987. CN will remove its rail-yard activities during 1988 and retain 18 acres which it will redevelop for commercial uses.

- Manitoba and Winnipeg have agreed to construct the extension of York and St. Mary Avenues to the Provencher Bridge; this extension is scheduled to be opened to the public during 1992.

- The renewed Core Area Agreement (1986-91) has provided for tri-governmental support of the above land transfer and York/St. Mary extensions, and for $20 million of funding for the Corporation over the next five years, to begin redevelopment of its lands.

The Corporation's Mandate

The Forks Renewal Corporation was established in July 1987 by agreement among Canada, Manitoba and Winnipeg.

The Corporation's mandate is to own and redevelop The Forks' lands on behalf of the three governments. A Unanimous Shareholder Agreement for the Corporation has been approved by the three governments, and provides for a 10-person Board of Directors and a set of by-laws governing the Board's management of the Corporation's affairs.

The Corporation is funded through grants from the three governments in accordance with the Winnipeg Core Area Agreements. Approximately $650,000 has been provided under the initial Winnipeg Core Area Agreement, and $20 million has been provided under the renewed Agreement (1986-91) through an approved Project Authorization and a Contribution Agreement between the Corporation and Canada (on behalf of the three governments).

The Preliminary Plan (see Appendix I) provided the basis for the Corporation's initial public consultation and preparation of a Phase I Plan, and for the land transfer arrangements with CN.

Activities of the Corporation

Following its appointment, the Board familiarized itself with the work of the tri-government task force which issued its report in December 1986, received briefings from government officials, and initiated various technical works to establish the Corporation's operations and the final arrangements for transfer of properties in the East Yard Area.

The major focus of the Board's work to date has been to conduct extensive consultations with the public, community groups and developers. The Board wanted to ensure that interested groups had full opportunity to present their ideas, suggestions and proposals to the Board. The Board also sought to gain the benefit of direct experience from on-site visits to other projects of a similar nature and from persons who played leading roles in such developments.

The Board proceeded during the summer and fall to finalize arrangements for establishment of the Corporation, including preparation of the necessary incorporation and funding agreements, and the establishment of its corporate office on the 4th floor of the Century Plaza Building, No. 1 Wesley at Main Street.

Finally, the Board has finalized arrangements to allow the necessary land transfers to proceed as soon as the Phase I Plan is approved.

Initial Public Consultation Activities

In early June the Board launched an extensive consultation and evaluation program with developers, community groups and organizations, and individual members of the public to obtain responses, ideas, suggestions and proposals related to redevelopment of The Forks. This program included: preparation of brochures, pamphlets and other briefing documents to ensure public and developer participation; an initial public meeting at the site to "Discover The Forks" which was attended by some 150 citizens and groups; newspaper advertisements, extensive mailings, and participation in radio call-in programs to solicit public comment and responses; review of responses to a "Call for Developer Interest" sent to a wide range of local, national and North American private, public and institutional organizations; four general public meetings in June, July and September to hear briefs from over 60 community groups, proponents and interested individuals; a special heritage group meeting with over 20 groups in July to discuss heritage and cultural aspects of site redevelopment; over 20 individual meetings with developers, proponents and government groups interested in specific projects for the site; consultation with a number of government agencies, institutions, and leading development consultants; review in late October of the Board's initial conclusions with groups which had participated in the program to date; on-site visits to inspect and analyse downtown waterfront development projects in other North American cities; and review and evaluation by technical consultants of certain aspects of the Phase I Plan.

The Board asked each participant in the public consultation program to respond to the following statement which summarized general objectives and site planning principles for the site:

"Development of 'The Forks' should involve a partnership between the public and private sectors. It should create a special and unique place for Winnipeg that complements and strengthens the entire downtown area, celebrates the historic nature of the site and provides for public use on a year-round basis."

"The following components are proposed to be included in 'The Forks' redevelopment strategy:

- historical and cultural projects
- a riverbank park
- festive, cultural, recreational activities
- market housing
- office and commercial development."

The Board asked each participant to address the following specific questions:

- How should "The Forks" be a special and unique place?
- How can "The Forks" complement and strengthen the entire downtown area?
- How can we recognize and celebrate the historic nature of the site?
- What can be done to provide for public use on a year-round basis?
- What relative priority should each development component receive?
- What other components should be considered?

The Board notes it has received enthusiastic responses from a very wide range of community groups, developers and individual citizens, demonstrating a high level of public interest in redevelopment of The Forks. These responses confirm support for both the public and private sectors to create a special and unique place at The Forks that complements and strengthens the entire downtown, provides for public use on a year-round basis and celebrates the historic nature of the site, while including a mix of riverbank park, cultural, festive, recreational, housing and commercial activities. In total, over 140 written submissions have been received by the Board, including approximately 40 different developer and proponent submissions, a similar number of briefs from interested community groups, and 65 submissions from individual citizens. Summaries of representations received and meetings held are presented in Appendices II and III.

The public consultation program has underlined to the Board the need to ensure that The Forks complements this city's existing activities and initiatives.

The Board expresses its thanks and appreciation to all the many individuals and groups who have participated to date in the public consultation program. While it is not possible to proceed during Phase I with all the suggestions received, some proposals may become feasible during subsequent phases. Others may be considered more appropriate for locations other than the East Yard Area. Certain submissions, which initially seemed exciting and desirable, such as continued accommodation of the Prairie Dog Central, subsequently have proven not to be feasible, much to the Board's regret. Nevertheless, the Board desires very much to do what it can for groups such as these and to that end, for example, it has worked with the Vintage Locomotive Society to arrange for its equipment to be relocated this fall to the Greater Winnipeg Waterworks District Railway yard. The Board encourages the relevant government groups to work with the Vintage Locomotive Society to develop new, long-term facilities and routes for this historic train, including a possible route along the Red River Corridor to Selkirk and Lower Fort Garry that might be connected to The Forks by some other transportation mode.

3

The Phase 1 Concept Plan

Objectives and Site Planning Principles

The Board of the Corporation has reviewed the broad objectives and site planning principles for the East Yard Area as set out in the Preliminary Plan and as presented in submissions received during the public consultation process.

The Board concludes that the following specific objectives merit emphasis in redevelopment of The Forks:

- **All-Season Public Recreation:** To encourage significant, year-round, public recreation and a sense of place unique to Winnipeg's climate.

- **Special and Distinct Public Place:** To create a public place, through activities and design, that is special and distinctive, that complements existing activities elsewhere in the city, and that celebrates the site's special scenic and historical/cultural features.

- **Private and Public Sector Involvement:** To involve the public and private sectors in the development.

- **Mixed-Use Development:** To seek mixed-use development — involving recreational, historical/cultural, housing, marketing and other commercial activities — throughout the site to ensure year-round vitality, accessibility by all socio-economic groups, and proper integration of past and future perspectives.

- **Self-Sufficiency:** To develop components that are self-sustaining and self-sufficient, to the greatest extent possible, to ensure viability, durability and excellence, and to enable the Corporation to become independent of public subsidy within a reasonable time period.

The Board concludes that the following site planning principles should apply to planning and redevelopment of all the East Yard Area (the order indicated below does not imply any priority):

- **Historical/Cultural:** Respect and demonstrate the historical and cultural traditions of Winnipeg and The Forks.

- **Public Access to Riverfronts:** Encourage public functions (recreational, historical, commercial, entertainment) with relatively intensive uses for all riverfront areas, and ensure public access to riverbanks and other public areas for pedestrians, cyclists, the handicapped and others.

- **Separate and Special Place:** Use the CN rail line and berm to celebrate and reinforce the "sense of place" and "special identity" of the area in conjunction with appropriate elements to buffer railway noise; pursue opportunities to create special visual features at The Forks to identify the site as a special place.

- **Urban Linkages:** Ensure visual and physical linkages to adjacent downtown areas (including St. Boniface, Portage/Main, Broadway, the Exchange District) and adjacent waterfront parks; retain the capability to develop transit corridors to the south and north-east, using the CN main line area.

- **Climatic Compatibility:** Encourage year-round use and design specifically appropriate to all seasons for this city's climate, with wind shelters, sun catchment areas and other suitable amenities.

- **Views, Site Lines and Axes:** Maintain important axial elements in site layout, involving views, site lines and axes of major site features such as Union Station, St. Boniface Basilica, Portage/Main skyline, and The Forks area.

- **Pedestrian, Cyclist and Handicapped Access:** Enhance pedestrian, cyclist and handicapped access in all seasons throughout the East Yard Area including the riverfront areas; minimize the "pedestrian barrier" qualities of roadways in the area.

- **Heritage Protection:** Protect heritage resources located on the site.

- **Union Station Gateway:** Recognize the station for its unique historical and spatial qualities, its function as a railway station and its potential as a major pedestrian gateway to The Forks.

Site Planning Concept

- **Winnipeg and The Forks**

The junction of the Red and Assiniboine Rivers — known to local inhabitants as The Forks — served as a meeting place for Indians, Metis and fur traders for over a century. During the 1860s, a group of traders constructed several buildings in the area and these developments soon evolved into the City of Winnipeg. Following incorporation in 1874, however, with the development of rail facilities, The Forks soon was transformed into an urban industrial site. By the late 1890s, The Forks effectively was cut off from the consciousness of most Winnipeggers, a process of isolation that

was completed with the construction of Union Station in 1911. Caught up in the urban industrial expansion of the early 20th century, Winnipeggers turned their backs on their major natural assets, the Red and Assiniboine Rivers, and quickly allowed the once-bustling and accessible waterfronts to become the forgotten backyards of a too-busy city.

Fortunately, however, Winnipeg's planners and municipal politicians did retain a strong tradition of providing open space for the city's inhabitants. The city's Public Parks Board, created in 1893, began an ambitious program to develop not only small urban parks, but also major parks that included both Assiniboine and Kildonan Parks. Yet, it was not until the 1960s, with the advent of the Metropolitan Corporation of Greater Winnipeg, that efforts were made to return the city's riverbanks to the public domain. Throughout the 1960s and 1970s, an enlightened program of acquiring river property was pursued and by the early 1980s, a system of river parks and linkages was taking shape.

In recent years, officials at all levels of government have acknowledged the need to build on Winnipeg's natural assets and in 1978, the Agreement for Recreation and Conservation (the A.R.C. Program) was undertaken. Over the nine years of the Program, $13 million in total has been expended on river-related projects from Netley Creek to St. Norbert, including the St. Boniface Docks and the Parks Canada National Historic Park, which is to be completed in 1988.

It is in this context that The Forks, after almost a century of neglect, again becomes a focus of attention. A gathering place of national importance, The Forks demands imaginative, sensitive and determined planning. The Forks Renewal Corporation accepts this challenge with enthusiasm on behalf of all Manitobans.

• A Theme for The Forks

Many of the submissions received by the Board offered suggestions for a "theme" around which to develop the site. A common point of emphasis was the call to create an all-season place where ideas, things and people can meet naturally — the gathering place at the junction of the Red and Assiniboine Rivers.

The "Meeting Place" theme evokes many exciting perspectives, including:

- the meeting of old and new, exemplified by archaeological excavations revealing earlier meetings at a site which is now in the midst of contemporary structures and activities;

- the meeting of diverse peoples, including native groups, the French and British, and the mosaic of other ethnic groups who settled the west through an entry port at Winnipeg, and now constitute a strong presence in modern Canada;

- the meeting of people for major public functions as in the past when Upper Fort Garry was the administrative heart of the Red River settlement, and The Forks was a focus for trade and encampments of Metis and Indians;

- the meeting of people at play, where local residents and tourists can gather throughout the year.

The Forks will include various components: historical/cultural, housing, recreational, institutional and supportive commercial. While each of these is necessary for the vitality of the district, the emphasis at The Forks will be on activities that will attract Manitobans, as well as tourists from across Canada and around the world, on a sustained basis. It is being planned primarily as a public precinct with a mix of uses that complements and strengthens the surrounding neighbourhoods.

• Site Features and Amenities

Central meeting and gathering places can stimulate their own distinctive site features and amenities appropriate to their environments. The historic meeting spaces of Europe remain important attractions today — offering large public gathering areas such as Piazza San Marco in Venice as well as smaller, more intimate places such as markets and bazaars.

The challenge at The Forks is to develop a distinctive response to our region's environment and culture. The mixture of components planned for the site leaves ample opportunity to create large, open gathering spaces, smaller local spaces and squares, and various street links among such areas. Design for these meeting spaces and links should include a mixture of interior and exterior areas to encourage active, four-season use and enjoyment. As a first step, it is important to identify the most significant natural gathering places throughout The Forks site so future development can protect and enhance these areas. Design then can strive to provide year-round pedestrian protection throughout The Forks in combination with local exterior spaces which attract public use in winter by trapping the sun and providing shelter from cold winds.

The vitality and attractiveness of meeting areas throughout The Forks will be strengthened by designs which mix functions within buildings. Suggestions include the location of housing above recreation or market facilities, and public attractions which might occur within sub-areas mixed with commercial office and institutional activities.

The overall distinctiveness of The Forks can be enhanced through striking visual features and amenities. To meet the site's challenge, however, such features should constitute a compelling statement native to The Forks rather than an imitation of elements from elsewhere. Special unique structures, buildings, gathering places, site amenities, or some distinctive combination of such options may contribute to the solution. Regardless of the approach, the elements must express Winnipeg's climate, with its dramatic change of seasons and colours; the geography, with its meeting of rivers, prairie and expansive sky; and the cultural traditions that have grown out of this specific environment located in the middle of Canada.

In focussing on The Forks as a central place for Manitoba, site features and amenities could celebrate our hydro-electric resource. Use of water, light and power can highlight past and future resource strengths in a manner totally compatible with the site; for example, landscape lighting could dramatically highlight special features, and on-site transport could use electric vehicles. Other possibilities include various site water amenities such as reflective pools, interpretation activities and innovative technologies, such as visual attractions using lasers, employed in activities related to water, light and power.

Light also can be used in combination with the changing environment and specially designed building exteriors to highlight the sky, snow, ice, waters and other distinctive features of Winnipeg's central place at The Forks.

Site features and amenities can include many other elements, and the following will be considered for The Forks:

- sensitive landscaping of the main rail line berm;
- development of distinctive portals at the various entrances to the site;
- design and indoor and outdoor public gardens specific to this environment;
- display of outdoor sculptures throughout the site;
- use of artifacts and interpretive exhibits throughout the site;
- development of creative building, street and plaza design which emphasizes the site's visual features and its winter livability;
- use of bright colour contrasts, wind sheltering, sun-catchment areas, sidewalk heating to remove snow and ice, domes or other protective pedestrian walkways, and similar approaches.

The Forks will provide additional amenities to enhance public access, including access for pedestrians, cyclists, the handicapped and disabled, in accordance with the Board's site planning principles.

Major Gathering Places at The Forks

In keeping with the "Meeting Place" theme, the Board concludes that future developments should protect and enhance the most significant, natural, gathering places at The Forks. Review and analysis has identified the following 10 focal points as meriting attention in this regard (see Figure 2):

- **Historic Park Entrance**

This focal point is located directly west of the entrance to the new National Historic Park, between the new riverbank amphitheatre at the park, and Union Station. The view through the entrance to the park reveals the St. Boniface Basilica across the Red River and invites development of a pedestrian way which might include a public plaza surrounded by intensive, year-round activities and with access to the park. A glass exterior that could be opened during warm summer days, might enclose the plaza in cold weather. This area benefits from the expansive green space established along the riverbank (approximately 9 acres or 3.6 hectares), and offers obvious possibilities for large scale public events. It also extends well into the centre of the site, and facilitates links to both the Union Station area and the Red River.

- **The Forks Focus**

This focal point is located directly west of the new Parks Canada dock, east of the Johnson Terminal building, and north of the Parks Canada commemorative point to be located at the forks of the rivers. It is the current location of the B&B Building and commands the best potential overall view of the junction, the Red River area, the new National Historic Park and the downtown. This site is ideal for appropriate, year- round, public areas, such as gardens and/or recreation/leisure facilities that also offer a view of the adjacent park and riverfronts. This area provides direct links to the park dock, the commemorative area at the forks, the bridge to the South Point, possible archaeological excavations, any developments west along the Assiniboine River, and the south-eastern edge of the Central Site Area.

- **North Assiniboine**

This focal point is located along the north bank of the Assiniboine River within a broad arc delineated by three existing buildings (the Johnson Terminal, the Garage and the Training/Fitness Centre) and the two rail bridges. It invites redevelopment of the existing buildings with a meeting area centred on appropriate, year-round, public-use riverbank development, possibly involving excavation of riverbank areas, allowing for local boat rental and use in summer and outdoor winter recreation such as skating and curling. This site is particularly attractive as a catchment for winter sunlight with shelter from prevailing winter winds. It looks across at the South Point, and offers a direct link to Main Street, the existing park, and residential areas.

- **Central Site**

This interior area stretches in a north-south direction through the centre of The Forks lands, and lies adjacent to the road entrance off York Avenue, the three riverfront sub-areas identified above, and the Union Station Area. The precise east-west boundaries of this area are yet to be defined, however, it is apparent this overall area will provide opportunities for interior meeting activities for most of the Corporation's lands. The major road entrance and parking as well as central pedestrian links to each of the major riverfront areas and the Union Station may be accessed from here. In the future, these links may be attractive features for the development of retail-related streets, commercial or institutional redevelopment, residential areas, intensive parking facilities, or other components which need not bear a strong relationship to the rivers.

- **South Provencher Bridge**

This area, between the Provencher Bridge and the Parks Canada site, is one of three direct access points to the rivers. It offers opportunities for a range of specific projects, provided that public access is ensured with links north and south along the Red River.

- **North Provencher Bridge**

The Corporation owns a strip of riverfront lands between Stephen Juba Park and the Provencher Bridge. The commercial nature of this district suggests possibilities for a mixture of public riverbank uses, such as a commercial marina, pedestrian and public access, and housing or hotel development. This area can provide important connections with the Exchange District and the adjacent CN commercial lands.

- **Union Station**

The Corporation has no direct land ownership interest in the Union Station; however, this historic landmark with its attractive interior merits strong interest as a potentially major pedestrian meeting place and access point to The Forks from the Main and Broadway areas, from rail or bus traffic, and from the planned development of the South West Transit Corridor. The Station itself also provides office and other uses which can affect parking and other activities in The Forks site.

•South Point

This relatively large area is highly distinctive from both the scenic and historic viewpoints. Limited access presently exists off Main Street, and the South Point requires more adequate access off Main Street for future viability. This area commands careful consideration about long-term uses most appropriate to its unique features. It is anticipated that separate public functions may be developed for the riverbank areas and the central portion of the South Point.

•Rail Bridge

The rail bridge is recognized as the link between the South Point and the rest of the site. It offers a variety of public use redevelopment prospects.

•Red River

The Red River, between the Tache Dock and the Parks Canada amphitheatre/dock, offers excellent opportunities for summer and winter festivals and other events which would highlight the connection between The Forks and St. Boniface. This connection might be enhanced in future by features such as a suspended gondola ride across the river or water taxis to various points along the rivers.

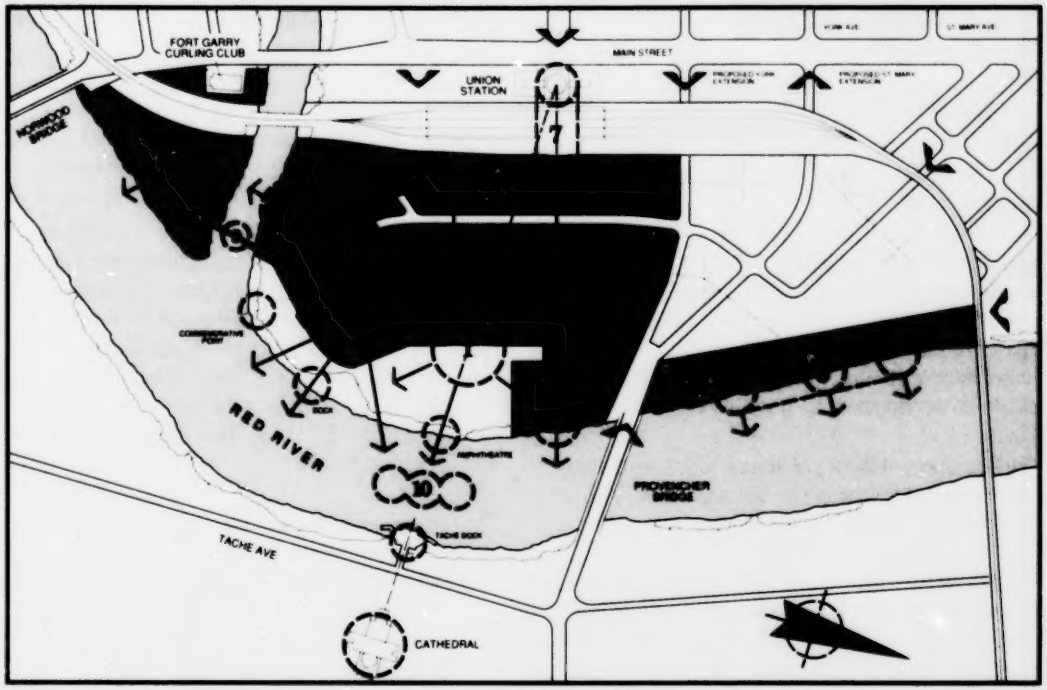


Fig. 2 MAJOR GATHERING PLACES

ACTIVITY NODE

GATEWAY PORTAL

VIEW / ORIENTATION

MAJOR AND MINOR AXES

EXISTING BUILDINGS

1 HISTORIC PARK ENTRANCE
2 THE FORKS FOCUS
3 NORTH ASSINIBOINE
4 CENTRAL SITE
5 SOUTH PROVENCHER BRIDGE
6 NORTH PROVENCHER BRIDGE
7 UNION STATION
8 SOUTH POINT
9 RAIL BRIDGE
10 RED RIVER FOCUS

Primary Focus for Phase I Development

The Board has considered a range of approaches for focussing Phase I development in certain areas of The Forks, including the Preliminary Plan's proposal that such development relate to riverfront areas in the North Assiniboine Area.

The Board recognizes that The Forks is a very large site which will continue to develop in several phases, and concludes that a mix of key projects should begin during Phase I to stimulate desired activity throughout the site rather than focus all activity in one area. Subsequent phases of development then can proceed as infill.

The Board notes that each of the site's focal points offers opportunities for appropriate developments, many of which might begin in the near future.

The Board notes that Parks Canada's nine-acre National Historic Park will develop most of the site's prime riverbank area with major green spaces as well as hard-edged riverbank facilities. Future developments can link this park to the riverbanks between Stephen Juba and Bonnycastle Parks.

Rail activities at The Forks will be terminated during the spring and summer of 1988, opening the opportunity for redevelopment. The Corporation has agreed to provide vehicle access to the Parks Canada site in time for its opening in the fall of 1988.

Finally, the Board notes that full redevelopment of the South Point will require longer term planning for an appropriate facility; in the shorter term, however, the riverbank portions of this area may be developed for public use.

Mix of Private, Institutional and Government Sector Components

The Board confirms that ultimate renewal of the East Yard Area will involve a "mixed-use" development which physically integrates the different parts of this diverse and large site, ranging from the scenic and historic features of the South Point at the forks of the two rivers, to the anticipated CN office/ commercial developments adjacent to Winnipeg's business district. It is expected strong links will exist among The Forks and the adjacent Broadway, Fort Rouge, St. Boniface and Exchange districts.

The Board's public consultation also has confirmed that the Phase I Concept Plan redevelopment strategy for The Forks should include the following broad types of uses:

- Recreation
- Historical and Cultural
- Residential
- Institutional and Supportive Commercial

Each of the above elements of the Phase I Concept Plan is described in greater detail below.

Emphasis on intensive, public-use activities for The Forks underlines the need for effective private and public sector involvement. This has been demonstrated in many successful waterfront redevelopments throughout North America. The private and institutional sectors (e.g., educational institutions or Crown corporations) offer established skills as well as the capital essential for the development and operation of self-sustaining, high quality public use activities, including interpretive and multi-media services as well as recreation and supportive commercial activities. A public-sector development corporation offers unique capabilities to assemble, clear and prepare major sites to achieve a focussed redevelopment program.

The principle of pursuing a "mixed-use" development recognizes the benefits that commercial and housing components can provide for adjacent public use activities. Housing, for example, provides full-time residents, enhancing security and vitality. Commercial uses, in contrast, provide peak activities during normal weekdays, complementing intensive public use on weekends and evenings.

The Corporation's primary task is to co-ordinate and negotiate with private and institutional groups to ensure achievement of the public plan for The Forks. To this end, the Corporation will retain ownership of its lands, and establish leases and agreements with developers to protect public-sector interests. The Corporation will include appropriate, long-term, planning guidelines to benefit and protect developers and the public with respect to land use, building design, public access, landscaping, responsibilities for development and operation, and rights for further development during future phases of the Corporation's mandate.

Recreation Projects

The recreation components on the Corporation's lands in the Phase I Concept Plan include the following:

— All-Season Leisure Centre
— Assiniboine Riverfront Quay
— Red River Marina
— Riverbank Access and Outdoor Recreation

Recreation is the largest potential, year-round, public activity for The Forks. The mix of desired Phase I activities is designed to attract a broad cross-section of visitors throughout the year, and to use the special and unique features of the site in a manner that complements and strengthens the Core Area. In practice, many of the recreation projects are linked to the riverfront, and are, therefore, developed in combination with other historical/cultural, housing or commercial projects. The Board anticipates significant opportunities for private/public co-operation to develop recreation projects during Phase I.

• All-Season Leisure Centre

An all-season leisure centre developed through appropriate private/public-sector co-operation can provide a mix of year- round recreation, leisure and fitness activities, including indoor water- park facilities, and indoor and outdoor public gardens. Some studies have indicated that over 600,000 visitors per year might come to such a centre. The Corporation expects to consult with the City of Winnipeg to evaluate the broad range of appropriate functions to meet current and anticipated needs. It is important the component be designed appropriately for this site, with proper indoor/outdoor and year-round visual access to the key riverfront areas as well as attractive, public pedestrian walkways for persons passing through the facility. Linkages also should be considered to outdoor recreation activities, restaurants, the multi-cultural centre and various housing projects. In conjunction with other activities, the leisure centre could provide a key meeting place, visitor reception area and staging facility for the site's year-round activities.

• Assiniboine Riverfront Quay

A multi-use and open-area, public waterfront development has been proposed by private developers for the North Assiniboine Area to stimulate year-round recreation integrated with restaurants, a public food market, housing, and possibly a small local hotel. Excavation and construction of a hard-edged infrastructure along the riverbank would provide a local public boating facility during summer which would be used for skating and other outdoor recreation in winter. Indoor activities probably would be focussed in the existing buildings surrounding this area, and the project design would facilitate public access and use throughout the year, including development of riverbank pedestrian access through to Main Street, Bonnycastle Park and the housing, hotel and offices located west of Main Street. This project's feasibility will be dependent upon proper integration of the various activities and developments to support and utilize the public waterfront infrastructure.

• Red River Marina

A multi-purpose, leased summer dockage/public service marina, as proposed by private developers, will be examined for the North Provencher Bridge Area. Such a development would integrate commercial marina activities, public access and recreation, and private housing. This project could provide an exciting and visually interesting link on a year- round basis between The Forks and the Exchange District.

• Riverbank Access and Outdoor Recreation

The Forks provides an excellent centre for year-round, public, outdoor recreation along the riverfront, including the National Historic Park. Potential activities include children's play areas, early childhood programs, various riverfront festivals such as the Festival du Voyageur on the Red River between The Forks and the Basilica, canoeing and boating, riverboat docking, skating, skiing, toboggan slides, and full development of bicycle and pedestrian links, including handicapped access to all riverfront areas. Design and development of the Corporation's riverfront areas will facilitate and protect public access to these and similar recreation activities, and the Corporation is developing the means to work with interested groups to co-ordinate special programs throughout the year.

Historical and Cultural Projects

The historical and cultural components on the Corporation's lands in the Phase I Concept Plan include the following:

— Archaeological Developments
— Historical/Cultural Interpretive Facilities
— Multi-Cultural Centre
— Native Centre

In general, the major projects listed above should involve historical and cultural interpretation, and participation activities which recognize past and future

perspectives of this site, using high-quality, public, participatory and interactive elements, such as modern multi-media facilities, cultural programming and "hands-on" interpretive units. These activities should be linked, where appropriate, to plans developing for the National Historic Park.

The Board notes that development of The Forks must complement other artistic and cultural activities located in the Exchange District and other areas of Winnipeg. In addition to the above projects, Phase I will include appropriate site features and amenities, including possible development of outdoor sculptures and special gardens.

- **Archaeological Developments**
  Phase I public excavations are proposed to begin in the summer of 1988 at the Fort Gibralter II/Fort Garry I site, which straddles the Parks Canada and Corporation lands directly east of the Rail Bridge. Similar excavations will be examined for the South Point area where Fort Rouge may have been located. The relevant archaeological groups will need to secure the funding necessary for the excavation, public participation and reporting activities. The Corporation intends to retain advisors to assist in the planning of archaeological and other heritage related activities on the site.

- **Historical/Cultural Interpretive Facilities**
  Several proponents have suggested development of modern, interpretive and audio-visual facilities to provide historical/cultural and tourist-orientation interpretive activities. Facilities could range from hands-on interactive units to multi-media facilities or special year-round *son et lumiere* displays incorporating lasers; the target audiences must include local residents as well as tourists. Extensive planning will be required to delineate the most appropriate way to proceed with this component, and development of new facilities will be contingent upon funding and development and programming capability. It is also intended to include appropriate interpretive exhibits and activities throughout the site related to rail and other relevant heritage themes; in addition to archaeological work, possibilities include public viewing and interpretation of modern, main rail-line activities, riverboat and other water-related heritage interpretation, and commemoration of past events and peoples of the region.

- **Multi-Cultural Centre**
  Numerous proponents and community groups have proposed development of a multi-cultural facility (performance and exhibit areas as well as administrative offices, library, training, seminar and meeting areas) involving participation of all Manitoba cultural groups. This facility might provide a major, year-round public meeting area on the site. It could be located between the riverfront areas and the site's central area, with strong links to public activities which might include the marketing of multi-cultural foods, arts and crafts, as well as interpretive or broadcast production facilities. Development is contingent upon satisfactory resolution of related capital and ongoing management requirements.

- **Native Centre**
  The Board recognizes the special contribution of Indian and Metis peoples at The Forks, and will explore the possibilities of enabling these groups to develop a centre for the local and/or national native community. Under native direction, such a facility could meet a variety of potential needs, ranging from local social and cultural activities to a national native meeting place, a national archives, or Manitoba native heritage centre. If undertaken, these developments could offer opportunities for a significant architectural statement appropriate for the site. Envisaging a project of national significance, the Board looks forward to intensive consultation with the appropriate Indian, Metis and government groups.

Residential Development

The Preliminary Plan states that between 500 and 1,100 quality residential units could be developed during the first five years, at net densities of about 80 units per acre, on the Corporation's lands, in a way that ensures integration of such housing with the other activities on the site.

The Board has assessed the development's residential component on the basis of submissions from interested developers, community groups and members of the public. The Board concludes that development of additional downtown housing remains feasible and desirable in Winnipeg, and that such development will enhance the viability, vitality, attractiveness and year-round public use of The Forks so long as appropriate guidelines are established by the Corporation as to the location, density, height and ground level use of housing sites. These guidelines will ensure, for example, that public ground-level access will be protected in any riverfront areas, and that key vistas will be enhanced. The Board is also looking for distinctive designs and other features appropriate for The Forks.

There are currently a large number of downtown apartment units coming onto the Winnipeg market and it is

apparent that future development at The Forks must be targetted carefully to various segments of this market. Nevertheless, after review of submissions from various private developers, the Board concludes that from 500 to 1,100 units can be developed at The Forks through selective marketing during Phase I. The exact number and mix of such units will depend upon actual site-development programs that emerge during this period, and the opportunities for attractive integration of housing within these programs.

The Board concludes that residential development at The Forks should be mixed with other activities throughout the Corporation's lands, and that significant single-purpose housing precincts should not emerge within the site. It is intended to retain opportunities for continued residential development after Phase I, particularly in the central areas of the site. Initial residential programs are expected to be mixed with recreational and commercial projects near the riverfront, and focussed primarily on low to medium-density condominiums and apartments in order to establish a vibrant and lively, public, urban riverfront. The Corporation also will consider medium-density projects near the riverfront, provided full public access is assured through these areas, and provided such projects are strategically located to enhance elements of the site, such as gateway areas to properties adjacent to the Provencher Bridge, the entrance along the Assiniboine River, or central areas highlighting the entrance to the National Historic Park.

- **Condominium Housing**

The Board has received proposals for several lead projects involving quality condominium units integrated above commercial/recreational ground-level uses throughout the site's riverfront areas. Commercial land rents would be paid to the Corporation and the projects would require secure parking for the owner-occupants.

- **Seniors' Housing**

The Board has received several proposals and expressions of interest to develop seniors' housing during Phase I, including a senior care lodge and various "life term equity lease" projects similar to those being developed successfully in North Portage. Discussion with developers indicates that seniors' housing projects could be located throughout the site, provided other festive and recreation projects are already established or committed to ensure pedestrian and public transport access, and overall site vitality. Seniors' projects can provide for public-use activities at grade levels. It is also noted that seniors now constitute a major growth market in housing.

- **Market Rental**

Proposals indicate potential interest in quality units focussed primarily on sites near riverfront areas. Although a wide range of densities is possible, initial interest is expected to focus on smaller projects involving low to medium net densities. The Johnson Terminal has been identified as an existing structure that might be redeveloped for apartment housing or offices (upper floors) and appropriate retail (ground floor).

- **Other Housing**

The Board has not received any specific proposals for other housing projects; however, some community groups noted a desire to ensure that residential development on the site encompasses a representative cross-section of Winnipeg housing occupants. This housing objective could be accommodated through various measures; e.g., co-operative projects or government assistance provided to occupants located in market rental projects. As with other projects, it is important such developments include distinctive design and other quality features consistent with the overall site planning principles and objectives for The Forks.

Institutional and Supportive Commercial

The Preliminary Plan highlights the expectations that the lands retained by CN in the East Yard Area will be developed for office and other commercial uses, including specialty or discount retail uses, and that appropriate, public-sector, office or institutional projects will be considered for development on The Forks lands as well as the CN lands. The Preliminary Plan also proposes central, weather-protected, public pedestrian links from CN's commercial district through to the South Point, and the renovation and redevelopment of the Union Station.

The Corporation's land acquisition arrangements with CN allow for all developments set out in the Preliminary Plan for The Forks, subject to the condition that the Corporation requires CN approval to develop any significant office projects on The Forks lands. The intent of such arrangements is that the Corporation should not compete with CN for major office projects. The new zoning now proposed by Winnipeg will allow a wide range of commercial, retail, recreation, cultural and other uses throughout the non-riverbank portions of the East Yard Area.

The Board has received submissions suggesting a range of retail activities, institutional and other commercial projects for its lands, in addition to the housing and recreation activities discussed above. In reviewing these submissions, the Board has focussed on the public meeting-place theme and its objective of developing the most appropriate mix of activities at The Forks. The Board notes, for example, the submission by the Manitoba Metis Association emphasizing the historic importance of commerce to this site, and their strong interest to participate in future commercial projects at The Forks. Marketing, institutional and office-related projects can contribute vitality, increased public use, and self-sufficiency during regular business hours; in addition, such projects can assist in development of desired (pedestrian, car and transit) site access, indoor and outdoor public spaces, and parking facilities that remain available for use throughout evenings, weekends and holidays. Major institutional components would offer further opportunities to enhance the site visually through development of innovative and imaginative building and landscaping designs.

The Board concludes that appropriate marketing, institutional and other commercial projects should be included in the Phase I Concept Plan relating to mixed-use development of The Forks' central areas and the areas adjacent to York Avenue and the CN main rail line. Where feasible, major projects will be encouraged to assist in redevelopment of the Union Station access to the site from Main Street. In general, the Board concludes that the most appropriate projects will involve public-related activities that complement other components (such as cultural, historic, artistic or recreation related facilities) or objectives of the overall Phase I program.

Marketing, institutional and other commercial components in the Phase I Concept Plan for the Corporation's lands include the following:

— Cosmopolitan Street
— Hotel Facilities
— Johnson Terminal Redevelopment
— Public Food Market
— Public Institutional Projects
— Rail Bridge Redevelopment
— Restaurants and Other Commercial Projects

- **Cosmopolitan Street**
  A proposal has been received to develop small, festive, retail and commercial businesses on pedestrian streets, focussing on multi-cultural foods, crafts, and related products and services. This project could provide important links among various components. Successful development will require appropriate design, development and operational management to ensure the viability essential to The Forks redevelopment program.

- **Hotel Facilities**
  Redevelopment of The Forks, as planned for Phase I, will create significant levels of public use. The Board concludes that appropriate, limited or character hotel facilities should be considered for possible development as part of the Phase I Concept Plan.

- **Johnson Terminal Redevelopment**
  The Johnson Terminal offers specific opportunities for redevelopment related to office or local hotel use, as well as residential use, and the Board will pursue this prospect.

- **Public Food Market**
  The Board commissioned a study to review the prospects for a year-round, indoor, public food market at The Forks, and the relative merits of such a project's being located in this site versus in the Exchange District. The Board has concluded, after review of submissions and the external consultants' report, that the Garage and Training/Fitness buildings at The Forks offer an excellent opportunity for a lead project to provide a specialty, public food market serving Winnipeg. The Board is satisfied that this location, with its parking, waterfront amenities and nearby residential population, is equal or superior to Exchange District sites and greatly enhances the viability for such a project in Winnipeg at this time. The project should be linked to the riverfront and to other local marketing on the site.

- **Public Institutional Projects**
  The Board has received submissions and suggestions related to development of significant institutional projects at The Forks, including a regional broadcast and performance centre, and various educational, research or other facilities. The Board concludes that appropriate institutional projects could attract significant numbers of people to the site throughout the year and enhance the overall Phase I program.

- **Rail Bridge Redevelopment**
  The Rail Bridge provides a key link to the South Point, and offers attractive opportunities for pedestrian access, restaurant and food activities, and possible interpretive facilities such as a *son et lumiere*. These and other options will be assessed to develop the most appropriate Phase I program.

- **Restaurants and Other Commercial Projects**
The Phase I Concept Plan includes provision for the Corporation to develop restaurants, residential- related retail, and other retail and commercial projects to the extent that such developments are consistent with the Phase I objectives and are feasible as well as permitted under existing local constraints. The Board does not propose, however, use of its lands for commercial facilities that do not involve significant interaction with the public, since such facilities can be located better on the adjacent CN lands.

Site Access and Land Ownership

The Board confirms the basic access and servicing for the East Yard Area as set out in the Preliminary Plan, including the planned extension of York and St. Mary Avenues to the Provencher Bridge for opening during 1992, the development of a new north-south road from Pioneer Avenue linking the CN and Corporation lands, the provision of additional road access from Main Street to the southern portion of the site, and the specification that internal road systems be designed to serve uses within the site and to facilitate pedestrian access and enjoyment of all riverfront areas.

- **New Road Access**
The Board concludes that new road access to The Forks is a critical requirement to facilitate the Phase I program. In this regard, the following conclusions apply:

York/St. Mary Extensions
At present, Winnipeg plans to commence construction of the York/St. Mary extensions in 1991 for completion at the latest, by November 1992. In addition, the major rehabilitative works of the Provencher Bridge and the adjustment to the westerly span required for the York/St. Mary realignment related to the Provencher Bridge are proposed to be undertaken in 1989, with engineering design to begin immediately. This project includes a temporary connection to Water/Pioneer, using the new St. Mary alignment, until the York/St. Mary extensions are open to traffic.

The Board is concerned that the above schedule which anticipates opening of the York/St. Mary extensions following the end of the Corporation's Phase I Program, could adversely affect the Phase I development and concludes:

(a) all efforts should be used to examine accelerating public opening of the extensions to the greatest extent practicable prior to 1992 to facilitate redevelopment opportunities in the East Yard Area during Phase I, and to enhance the Corporation's capability to achieve financial self-sufficiency within a reasonable time period;

(b) Winnipeg should co-operate with the Corporation and CN to ensure that the new north-south road linking Pioneer Avenue to The Forks is constructed, including those segments that will constitute part of Winnipeg's York/St. Mary extensions, prior to Fall, 1988 as presently scheduled, to provide access for the Parks Canada project's opening and for opening of projects at The Forks in the spring of 1989. This construction should be compatible with any works related to the Provencher Bridge to be undertaken in 1989, including any temporary connection to Water/Pioneer; and

(c) Winnipeg should work with the Corporation and CN to finalize design requirements for new services for the East Yard Area to be located in the York Avenue extension right-of-way in order that these services can be installed as soon as is feasible, preferably in 1988, including land drainage, waste water sewers and water main service. Installation of these services in 1988 will enable the Corporation to ensure that basic service infrastructure for The Forks is installed in the same year as the new north-south road construction proceeds on the Corporation's lands.

South Main Access
The Board does not consider it feasible during Phase I for the Corporation to fund development of a new rail underpass extending from Assiniboine Avenue or participate in extensive redevelopment of the existing Union Station underpass to facilitate public access; however, the Board concludes it may be feasible to provide early secondary access to The Forks from Main Street through the existing rail underpass near the Assiniboine River, and this approach will be considered further for inclusion in the Phase I Plan.

- **South Point**
The Board is concerned that insufficient pedestrian and service-vehicle access will exist to the South Point from Main Street, particularly when new Norwood Bridge development occurs; accordingly, it concludes that Winnipeg in consultation with the Corporation should ensure that future Norwood Bridge development will accommodate pedestrian and vehicle access to the South Point from Main Street.

- **Exclusive Transit Corridors**
The Board strongly supports development of exclusive transit corridors to the East Yard Area from the north-east and south-west areas of Winnipeg during the

Phase I period, noting that projects such as the South West Transit Corridor will result in significant volumes of passengers going through the Union Station and will provide a strong link between the Portage Avenue/ Graham Avenue area and The Forks.

- **Dedicated Public Transportation Service**

Several submissions have suggested the need for innovative public transportation to link The Forks with adjacent areas of Winnipeg's diverse downtown. The Board supports development by Winnipeg of appropriate, special bus services during Phase I, which would be distinctively identified for this purpose. Subsequent phases of development should examine possibilities for more technically advanced systems to link The Forks with other downtown areas.

- **Other Access**

The Board concludes that road systems within the East Yard Area (other than the York/St. Mary extensions and the new north-south road to Pioneer Avenue) must be designed to serve local uses within the site and to facilitate pedestrian access and enjoyment of all riverfront areas.

The Board has received submissions requesting the opening of various bridges over the Red River to allow major riverboat access from Lake Winnipeg through to The Forks. The Board supports any practical initiatives which would strengthen river links among The Forks and areas to the north or south.

The Board supports measures to enhance links between St. Boniface and The Forks, including possible development of an aerial cableway or gondola link, water-taxi service, a winter ice link, and improved pedestrian and bicycle access over the Provencher Bridge.

The Board also supports measures to provide riverbank and other pedestrian, bicycle and handicapped access to The Forks as described earlier.

- **Land Ownership**

The Board confirms that the 18 acres to be retained by CN will be located north of York Avenue as generally set out in the Preliminary Plan, on the understanding that CN and the Corporation will co-operate in redevelopment of the areas located therein between the Red River (where the Corporation holds title to riverfront lands) and the road area where CN holds title. Provision has been made to ensure road access to the riverfront areas, if so desired by the Corporation, from the Pioneer Avenue/north-south road system.

4

Development Corporation Activities and Phase 1 Financial Plan

Phase I Activities of the Corporation

The Forks Renewal Corporation intends to carry out the following activities during Phase I:

- **Clearing and Relocation**
  These activities will include payments to CN for clearing and relocation of CN's railyard activities and any demolition required of the major buildings on the Corporation's lands, riverbank stabilization measures on the Corporation's lands, and activities related to fill-removal, grading and levelling of the Corporation's lands.

- **Road Access, Utilities, Parking Developments**
  These activities will include the development of any underpass access to the Corporation's lands from Main Street (excluding the York/St. Mary extension), roads, municipal services and parking.

- **Landscaping, Riverbank and Site Enhancement**
  These activities will include provision for site features and amenities such as the suggested mainline berm enhancement and entrance gate portals, riverbank and other site landscaping, and assistance towards development of weather-protected pedestrian links.

- **Major Function Assistance**
  The Corporation is authorized to provide limited financial assistance and incentive, subject to its budget limitations, towards development of major components or projects on its lands. This assistance will include financial contributions to both developers and community-based, non-profit organizations or agencies for capital contributions, feasibility and impact studies, planning and design work, and historical assessments on the Corporation's lands.

- **Property Ownership and Maintenance**
  This activity will include payments related to ownership of the Corporation's lands and buildings, including realty taxes, insurance, security, property and building maintenance, and operation of specific works, projects or improvements.

- **Development Program**
  This activity will include payments related to land acquisition, site planning, heritage planning and co-ordination, financial planning, public relations and consultation, public-event programming, program implementation and supervision, and negotiation of agreements and arrangements relating to all aspects of the Corporation's activities, including agreements with public, private and non-profit proponents who will establish specific projects or components on the Corporation's lands.

- **Administration**
  This activity includes payments required to administer and manage the programs of the Corporation, including expenditures related to officers and the Board, staff and advisors, and offices and facilities.

The Corporation is expected to achieve financial self-sufficiency within a reasonable time period through leasing of its lands to developers and proponents who will accept full responsibility for ongoing land carrying costs (e.g., taxes, maintenance, security, insurance, services, etc.) as well as pay appropriate land lease rents to the Corporation. The Corporation also will earn revenues through parking and other activities which it conducts. The Corporation is entitled to retain and use all funds it receives to carry out the Phase I Plan and subsequent programs. The receipt of such funds will not affect the initial funding provided from the three governments.

The Board recognizes that special heritage, public programming, consultation and planning activities merit attention for The Forks. These are discussed below.

Heritage Planning

The Corporation intends to hire an archaeological and heritage advisor to prepare a plan for an archaeological impact assessment and to advise and assist in the development of a public archaeological program and heritage interpretation activities.

It is anticipated that graves may be found on the site during development, and reburial may become necessary. The Corporation plans to reserve an area on the site for this purpose. Where graves can be identified as belonging to a particular cultural group, the Province of Manitoba will be responsible for consulting with the appropriate community to address the sensitive issues that may arise in such a matter. If these communities so desire, burial and/or memorial then could be accommodated on the site.

The Corporation is also extremely interested in pursuing the planning and consultation required to secure specific Phase I historical/cultural projects such as a multicultural centre, a native centre and various, historical, interpretive facilities.

Finally, the Corporation will be subject to the Heritage Resources Act, particularly with regard to the existing buildings and any archaeological resources located on

the site. Accordingly, the Phase I Financial Plan includes provision for planning and consultative activities on these matters. The Corporation is proceeding on the premise that it will provide to the Province in trust any artifacts discovered on the site, and that it will seek to redevelop existing buildings subject to finding suitable uses for these premises. The Board notes that its funds do not provide for any significant heritage protection or redevelopment programs, and that it will be looking to its shareholders in the event that costs related to these matters exceed the levels that developers and proponents are expected to accept. In addition, the Board notes its concern that the B&B building, which is located at a key focal point for redevelopment of The Forks, is in poor structural condition and offers more challenging and possibly expensive prospects for redevelopment.

Public Programming, Consultation and Planning

It is apparent that most citizens have yet to discover The Forks, and an important element of the Corporation's early responsibility is to begin changing this situation. The National Historic Park's opening in the fall of 1988 will offer important opportunities in this regard by which time all rail-yard activity will have ceased and all rail lines will have been removed. The Board will develop public programming during Phase I to encourage the public to discover, use and enjoy The Forks.

The Board has conducted extensive public consultation to date, and intends to continue regular consultation with an annual public meeting to report on its activities, and to seek community response and comment. The Board also will consult regularly with the three governments.

As soon as the Phase I Plan is approved, the Board intends to pursue specific proponents and developers to proceed with the Phase I projects and components. The Board intends to establish a planning advisory committee to encourage excellence in design and planning. The Board is confident that capable developers and proponents are prepared to move forward with some of the components. The Board also is prepared to carry out the discussion and planning required to pursue many of the historical/cultural components.

Phase I Financial Plan

The Board has reviewed the Preliminary Financial Plan in light of the Phase I Concept Plan, the submissions received from developers and proponents, and analysis conducted by staff and advisors.

The Board concludes that the Phase I program, involving $20.6 million of government funding, will result in additional private, institutional and other investment in excess of $100 million within the first five-year period. As discussed below, the Board also concludes that additional, public sector, capital assistance will be required to ensure development of specific components that are very important to the Phase I Plan.

The Board has reviewed the issues related to the Corporation's capability to achieve financial self-sufficiency within a reasonable time period, and its conclusions are set out below.

- **Projected Expenditures and Shareholder Contributions**

The Corporation's initial shareholder funding of $20.6 million will be required in the first three years (1987/88 to 1989/90 inclusive) primarily to meet essential lead obligations with respect to clearing and relocation, road access, utilities, parking and basic landscaping, as well as the Corporation's initial administration, development and land carrying costs. The Corporation also may be active in development and operation of certain projects, as well as in assisting in the planning of other projects.

The Board concludes that the costs of the Corporation's administrative and development activities, including land carrying costs for non-leased lands, should be projected prudently to continue at annual levels averaging about $2 million through Phase I and to average over $1.5 million per year for the next five years in order to provide adequately for completion of the Phase I program. The Board also projects that its capital expenditures will approach $19 million during the next five years.

The Board projects that the following annual contributions pertaining to the $20.6 million of tri-government grants will be required to fund the Phase I expenditures, including provision of limited assistance to the planning and development of lead projects on the site:

1987/88:	$ 4,100,000
1988/89:	10,622,000
1989/90:	5,935,000
Total	$20,657,000

The Corporation will use borrowings, as noted below, to finance its required expenditures in excess of the above grant funding. These borrowings will be financed through future revenues, income and funds of the Corporation.

- **Project and Component Funding**

Important Phase I components, including most residential, institutional and supportive commercial projects, can be developed by established, private or institutional groups without additional public-sector financial support; however, development of other important Phase I components, including many of the historical/cultural and recreational activities, will require significant capital funding assistance from the Winnipeg Core Area Initiative, the Canada-Manitoba Tourism Subsidy Agreement, and other public and private sector sources. In some instances, the public activity projects can only proceed when longer term operational funding issues are resolved.

- **Land Leases for Each Project**

In order to become financially self-sufficient, the Corporation will require viable and self-sustaining projects to be developed on its lands in a timely manner, with each project proceeding by way of land leases whereby all ongoing land-carrying costs are borne by the tenant and, in addition, the Corporation earns income through reasonable and appropriate land lease rents. The Board concludes:

- the Corporation's land carrying costs should be transferred to developers and proponents, through land leases, at the earliest practical time during Phase I; and
- the Corporation should aim to defray the balance of its costs through income earned from land leases and revenues from other activities such as parking, events or specific projects undertaken by the Corporation.

The Board has evaluated the Corporation's potential land lease revenues to determine whether they would be adequate to meet future costs. Land leases are likely to require considerable negotiation with participating proponents and developers, and such negotiations can be conducted in a meaningful manner only after the Phase I Plan has been approved by the three governments. Nevertheless, the Board is satisfied that the components of the Phase I Plan should generate revenues sufficient to meet the development objectives, including allowance for costs related to reasonable borrowing by the Corporation, when these funds are combined with financial support by the governments for the Corporation.

The Board emphasizes the potential importance of future land lease revenues from major institutional and supportive commercial projects, as well as from residential developments, in enabling the Corporation to achieve financial self-sufficiency within a reasonable time period.

- **Future Financial Support by Governments**

Canada, Manitoba and Winnipeg have acknowledged their responsibility to the ongoing needs of the Corporation, and have agreed to make their best efforts to make sufficient funds available in cash or in kind to sustain the Corporation's operations until the Corporation is financially self-sufficient.

The Corporation's Phase I Plan assumes that Canada's contribution to this effect will represent the funds due to Canada that Canadian National Railways has committed, under the Land Agreement with the Corporation, to pay out of future revenues earned from its lands in the East Yard Area; the Phase I Plan also assumes that Manitoba and Winnipeg will use their best efforts to confirm contributions in cash or in kind to match the money from CN for use by the Corporation to meet its future operating and other costs.

The Board notes that interest begins to be calculated on the funds due from Canadian National Railways when the York/St. Mary extensions are open for public traffic.

- **Borrowing Authority**

The Board concludes that the Corporation requires a reasonable borrowing authority of up to $10 million to carry out the Phase I Plan.

The Board is satisfied, after analysis of projected cash flows, that the Phase I program is capable of supporting borrowings of up to the proposed limit.

- **Relationship with Other Tri-Government Development Agencies**

The Board notes that the Preliminary Plan suggested a review after Phase I, at which time it may be appropriate to use lease incomes derived from the ongoing activities of other downtown development agencies owned by the three governments. In this manner any successful commercial development by such agencies in other downtown areas could help to finance the longer term public development emerging at The Forks.

Implementation: Next Steps of the Corporation

A number of key steps have already been implemented to redevelop The Forks. The land has been assembled. A tri-government public development corporation has been established that is independent of day-to-day government affairs, and able to work effectively with interested developers and community groups. In addition, over $20 million of public funds have been committed to the Corporation to carry out its Phase I work.

Submission of this Phase I Concept and Financial Plan for approval by the three governments marks completion of one of the first tasks given to the Corporation.

The next major steps involved in implementation of The Forks' redevelopment are as follows:

- **Phase I Plan Approval**
  Approval of this Plan is anticipated prior to year's end, after which the formal transfer of land titles to the Corporation will take place.

- **Project Selection and Negotiation**
  Early in 1988, selection of specific projects will begin. In cases where developers or proponents will be responsible for these projects, the process is expected to involve negotiation of letters of intent with selected groups, followed by preparation of the necessary detailed plans and the securing of municipal approvals; after these steps have been concluded, the Corporation and the developer or proponent will finalize the required land leases and firm development agreements which enable construction to begin.

- **Rail Clearance**
  The Land Agreement with Canadian National Railways sets out a schedule whereby most of the trackage will be removed by mid-summer, 1988, and all rail activity will cease by September of the same year.

- **Site Access Roads and Park Opening**
  During the fall of 1988, roads will be opened to the Corporation's lands and Parks Canada's National Historic Park. Plans call for the National Historic Park to open officially shortly thereafter.

- **Project Construction and Opening**
  Phase I projects at The Forks are expected to commence construction prior to 1992, as conditions permit; some of these projects will also open during this period.

- **York/St. Mary Extension**
  The York/St. Mary extension is anticipated to open fully in 1992, with rehabilitation of the Provencher Bridge and related works being completed during 1989; the Corporation is seeking to secure acceleration of the overall schedule for the opening of this extension.

The Corporation is subject to the City of Winnipeg Act and the approvals required by the City with respect to the development. The Corporation is also subject to the Heritage Resources Act and the approvals required by the Province with respect to heritage resources located on the site. The Board recognizes the need to continue consultation and co-operation with Winnipeg and Manitoba to ensure that these matters are resolved in a timely and appropriate manner.

Commencement of public projects at The Forks will be dependent in many instances upon securing essential capital funding assistance from the Winnipeg Core Area Initiative, the Canada-Manitoba Tourism Subsidy Agreement, and other public and private sector sources. Accordingly, the Board will seek appropriate public sector capital funding to enable potential lead public projects, such as the proposed Food Market, to launch redevelopment of the site.

Appendix I Preliminary Concept and Financial Plan

I

This is Schedule C to a Unanimous Shareholder Agreement dated July 29, 1987 made between The Forks Renewal Corporation and its sole Shareholder, North Portage Development Corporation.

Figure 1 outlines the East Yard action area and its existing land ownership.

The following presents a summary of the Task Force's recommendations, noting in each instance the relevant section of the Task Force's report where the specific issue is covered.

1. Redevelopment Objectives and Site Planning Principles

a. Six objectives are recommended (Section 3.3) to guide redevelopment of the East Yard area. These are as follows:

i. to stimulate redevelopment of this historic and scenic area through a mix of historical, recreational, cultural, residential and commercial uses that replace the present rail activity;

ii. to stimulate specific components that attract people to the Forks' riverfront areas on a year-round basis, and that enhance tourist and recreational activity for Winnipeg and Manitoba;

iii. to encourage developments in the East Yard that complement existing activities and initiatives in the remainder of downtown Winnipeg;

iv. to encourage effective co-ordination of the redevelopment to be carried out by the various public sector parties who will retain land in the East Yard;

v. to establish a tripartite public development agency which will own and develop certain portions of the East Yard and which will operate in accordance with a concept and financial plan approved by its three government shareholders; and

vi. to encourage the participation of the private sector in the East Yard projects to complement public initiatives and to stimulate new private investment critical to the future viability of the overall redevelopment.

b. Eleven site planning principles are recommended (Section 3.4) to apply with respect to planning and redevelopment of all areas of the East Yard. These are as follows:

i. **Historic Place**
Respect this central theme, particularly relevant to the Forks;

ii. **Public Place/Riverfront Focus**
Encourage public functions (historical, cultural, recreational, entertainment) with relatively intensive uses as a key theme for all riverfront areas;

iii. **Separate and Special Place**
Use the CN main line and berm to celebrate and reinforce the "sense of place" and "special identity" of the area;

iv. **Urban Linkages**
Ensure visual and physical linkages to adjacent downtown urban areas, including St. Boniface, Portage/Main, Broadway, the Exchange District, and adjacent waterfront parks; in addition, retain the capability to develop transit corridors to the south and northeast using the CN main line area;

v. **Transition of Functional Mix**
Functional mix should recognize an appropriate transition of relevant uses from the Main Street/railway main line area to the riverfront, and from the Portage and Main commercial area to the historic and undeveloped South Point at the Forks;

vi. **Transition of Height and Density**
Height and density of development should reflect the graduation of height implied by the transition from Portage/Main heights and densities down to the river level activities, and should facilitate appropriate buffering of noise and other ongoing railway main line activities;

vii. **Climatic Compatibility**
Encourage year-round use and a sense of place unique in Winnipeg's climate;

viii. **Views, Site Lines, and Axes**
Views, site lines and axes of major site features (e.g., Union Station, St. Boniface Basilica, Portage/Main skyline, the Forks area) should be important axial elements in layout of the site;

ix. **Pedestrian Access**
Enhance pedestrian access throughout the East Yard area in all seasons, and minimize the "pedes-

trian barrier" qualities of roadways in the area (e.g., the York-St. Mary extensions and any riverfront roadways);

x. **Environmental Enhancement**
Seek to eliminate present pollution or environmental problems, prevent future problems, and enhance existing positive factors;

xi. **Union Station**
Recognize the station for its unique historical and spatial qualities, its ongoing function as a rail passenger facility, its possible use as a multi-modal facility, and its prospects as a major pedestrian gateway to the East Yard.

c. It is recommended that the nature and staging of development in the East Yard area be designed to strengthen the entire downtown area, acknowledging concurrent public and private sector initiatives in the downtown area, and specifically in the North Portage and Exchange Districts.

2. Preliminary Concept Plan

a. **Purpose of Preliminary Plan**
The purpose of the preliminary Concept Plan is to enable finalization of the CN land transfer arrangements and to establish a framework for the consultations and other work required to confirm a Phase 1 Concept Plan (see items 3, 6 and 7 below) for the new public development agency.

b. **Primary Focus for Initial Development (Section 4.4)**
It is recommended that the primary focus for initial development activities on public lands in the East Yard utilizing the $20 million five-year capital budget should relate to the riverfront areas in the southern part of the site, and to the development therein of appropriate activities open to the general public. Initial development should include: removal of rail yard activities; provision of roads and infrastructure; private and public sector investment in the riverfront area; freedom to retain or to remove existing buildings as appropriate for specific projects; and capability to maintain undeveloped areas until suitable projects are available.

c. **Basic Access and Servicing System (Section 4.2)**

i. **York and St. Mary Avenue System:** A recommended configuration is set out for the York and St. Mary Avenue extension through the East Yard, the major north/south access in the East Yard linking to this extension, and provision for a second road to access York Avenue from the public lands (Section 4.2.1, Figure 2).

ii. **Other Access and Servicing:** The following additional recommendations are made with respect to access and servicing:

- East Yard development should retain the capability to develop transit corridors to the south and northeast using the CN main line area.

- Any future development of the Norwood Bridge/Main Street traffic corridor should be restricted to the Main Street corridor area without development of a new one-way corridor through the East Yard, and should facilitate continued access to the South Point.

- Road systems within the East Yard should facilitate pedestrian as well as vehicle access and should not be developed to serve traffic passing from north to south through the area.

- Provision should be made in the final development plan for additional Main Street access to the East Yard (options are identified in Section 4.2.2).

- Provision should be made to ensure that the steam plant in the East Yard ceases to need rail service at the earliest possible date required to facilitate redevelopment of the Forks area.

d. **Location of Lands to be Retained By CN and the New Public Development Agency (Section 4.3)**

i. It is recommended that the 18 acres to be retained by CN should be located north of York Avenue as indicated in Figure 2; however, the land transfer arrangements with CN will keep open an alternative location for CN's retained lands, as shown in Figure 3, for possible selection by the new public development agency at the time when the Phase I Concept Plan is adopted.

ii. It is recommended that the new public development agency own approximately 58 acres consisting of all lands other than those retained by CN, the City or Parks Canada.

e. **Mix of Development Components (Section 4.4)**

i. It is recommended that the Concept Plan for East Yard redevelopment call for a "mixed" development which integrates the different parts of this unique site, ranging from the special historical features of the South Point at the Forks of the two rivers through to the anticipated office/commercial developments of CN adjacent to the Portage and Main heart of Winnipeg's business district.

ii. It is recommended that the new public development agency pursue a coherent overall plan for the entire East Yard which strives to ensure the highest level of excellence throughout the site's development and creates a natural and identifiable revelation of the place and its environment that is unique to Winnipeg, Manitoba and the national scene; this plan should be consistent with the recommended objectives and site planning principles (see item 1 above).

iii. It is recommended that the following specific components be considered for inclusion in the first phase of East Yard redevelopment over the next five years:

- **Historical/Cultural:** a major public sector activity in the Forks riverfront area near the eastern rail bridge with a historical/cultural focus; possibilities include a Historic Interpretive Centre and Son et Lumiere operating throughout all seasons to celebrate and describe the special role of the Forks in transforming and developing Western Canada (Section 4.4.1).

- **Riverbank Park:** extension of the riverbank park system with appropriate pedestrian links, from Stephen Juba Park to Bonnycastle Park, including the new Parks Canada National Historic Park (Section 4.4.2).

- **Festive/Cultural/Recreational Uses:** a range of possibilities should be considered for integrated development near the riverbank areas (Section 4.4.3).

  bridge restaurant: located on the eastern rail bridge

  festive marketing activities: a year-round festive food market to serve the Winnipeg area might be located in the two existing CN buildings near the rail line and the Assiniboine river; other festive marketing activities could be part of an overall link throughout the public riverfront area activities

  multi-cultural facility: a centre to accommodate display, performance and administrative activities for Winnipeg's diverse cultural groups

  indoor recreation: a wide variety of indoor recreation and sport activities for all age and interest groups in Winnipeg

  outdoor recreation: facilitate year-round outdoor recreation activities attractive to a broad cross-section of Winnipeg residents, e.g., bicycle paths, canoeing and boating, International Children's Festival Program, skiing, toboggan slides, skating, hayrides, summer and winter pageants, ice sculptures, possible year-round outdoor sculpture park.

  visitor orientation centre: a tourism orientation centre might be integrated with other mixed uses.

- **Apartment Housing:** from 500 to 1,100 quality market and medium density apartment units developed on the public lands outside the southern riverfront area (Section 4.4.4).

- **Commercial Activities:** office and other commercial uses developed on the lands retained by CN; a major new CN office building located in the Pioneer Avenue area could provide an excellent lead project for this area; appropriate public sector office or institutional projects should also be considered for development throughout the site.

- **Union Station and Multi-Modal Facility:** renovation and redevelopment of the Union Station by VIA, including the possible development of an adjacent multi-modal facility (inter-city bus and rail) (Section 4.4.6).

- **Year-Round Public Activity Link:** a central weather-protected public pedestrian corridor which links the historic South Point area with the commercial district north of the St. Mary Avenue extension (Section 4.4.7).

- **Pioneer Avenue Promenade:** an attractive vista along the new Pioneer Avenue through to the riverfront and beyond, across the river to the St. Boniface Cathedral.

- **the Highline Feature:** a major landscape feature along the rail highline and berm to provide an immediate definition of the East Yard precinct, e.g., a major contrasting escarpment which recalls the treed wind barriers around western Canadian farms.

- **Portals and Gates:** unique gates, portals and bridges with special features to strengthen each of the major entrances, e.g., from St. Boniface, from the York and St. Mary underpasses, and from any other vehicle underpasses off Main Street.

f. **Planning Parameters (Section 4.5)**

i. It is recommended that planning parameters for the East Yard reflect the recommended site planning principles (see item 1(b) above) and should facilitate development of the recommended components (see item 2(e) above).

ii. It is recommended that the new public development agency retain flexibility to locate any of the proposed components throughout its lands on the understanding that development is to be done in accordance with a Phase I Concept Plan approved by its three government shareholders in accordance with the provisions of a unanimous shareholders' agreement.

3. Strategy for Development (Section 5.0)

a. It is recommended that a Phase I Concept and Financial Plan be prepared for approval by the three governments after appropriate consultations and discussions have occurred (see items 6 and 7 below), and that the purpose of this Plan be to confirm (as part of a unanimous shareholders' agreement between the three governments) the authorized scope of the development agency's activities during the next five years; accordingly, this Plan will confirm the list of specific components and their authorized magnitude or density (without specifying site locations, selected developers, design or other similar details) for development prior to the end of 1991 on the lands in the East Yard to be held by the new tripartite public development agency, keeping in mind that overall development of this area is expected to continue over the next ten to twenty years.

b. It is recommended that future decisions on selected developers, project site location, design and other aspects of a detailed development plan should be the responsibility of the new tripartite public development agency, subject to normal review and approval by the appropriate regulatory agencies of the City and the Province, with action to occur (including relevant negotiations and agreements as required with developers and the City) after the three governments have confirmed a Phase 1 Concept and Financial Plan.

c. It is recommended that the initial Phase I development strategy for the public lands to be owned by the new public development agency should take into consideration the following requirements:

i. **Special Public Place that Complements the Downtown Area:** encourage significant public visitation and activity integration near the riverfront areas, with year-round functions that complement and strengthen the entire downtown area (keeping in mind ongoing development in the North Portage and Exchange District areas) and with appropriate pedestrian all-weather links; 200,000 to over 500,000 visits are projected per year for public activities, depending on the range of functions and the amount of site area utilized for these purposes.

ii. **Private/Public Sector Participation:** ensure that public sector programs can be carried out within the available public sector funds, and encourage significant private sector investment related to housing, recreational, festive and commercial components (the public development agency's capital budget of $20 million, plus additional public sector support for specific public sector components of this development, is expected to lever private sector investment over the first five years ranging from $40 to over $150 million; additional development will occur beyond this time period).

iii. **Staging and Scheduling:** provide practical staging and scheduling, with emphasis on using riverfront public and private sector activities near the Forks area to initiate the program; accordingly, rail clearing and road access development should move as quickly as possible to facilitate this objective, keeping in mind that the new National Historic Park is scheduled to open in the summer of 1988.

iv. **Public Agency Self-Sufficiency:** ensure that the new public development agency will achieve financial self-sufficiency within a reasonable time period.

d. It is recommended that the public development agency prepare a similar Phase II Concept Plan prior to 1991 for the subsequent five year period for approval by the three governments, and that planning and development continue in this way for subsequent five year Phases until the full development of this area has been completed.

4. Zoning for the East Yard (Section 6.0)

a. It is recommended that appropriate steps be initiated by the City in order that the entire East Yard site inside the highline be zoned, prior to the land transfer, on an integrated basis in a manner consistent with the preliminary Concept Plan, the site

planning principles, and the requirements set out by CN for its retained lands (Section 6.3 sets out these specific requirements).

5. Preliminary Financial Plan (Section 7.0)

a. **Public Sector Investment (Section 7.1):** The Task Force estimates that the $20 million capital budget for the new public development agency will provide for clearing and relocation, road access, utilities, surface parking, basic landscaping (including riverbank and site enhancement measures); however, it is recommended that additional public sector capital assistance should be sought, prior to confirmation of the Phase 1 Financial Plan, for any major public sector functions or components to be developed over the next five years.

b. **Private Sector Investment (Section 7.2):** It is recommended that the feasibility of likely private sector involvement (ranging from $40 to $150 million over the next five years) be established prior to confirmation of the Phase I Financial Plan through public consultations, discussion and negotiation with interested groups.

c. **Self-Sufficiency of Public Development Agency (Section 7.3):**

i. It is recommended that any public development agency for the East Yard be designed to achieve financial self-sufficiency within a reasonable time period.

ii. It is recommended that the significant land carrying costs incurred by this agency be transferred to the different development groups which become involved in the program; this transfer should occur at the earliest practical time; consideration might also be given to transfer of at least some of the riverbank park areas to the City after the development has been completed.

iii. It is recommended that the development agency's financial plan aim to defray the balance of its costs through income earned from land lease rents and other activities.

iv. It is recommended that a Phase 1 Financial Plan for the first five years be established by March 1987, specifying a realistic limit to the agency's allowed debt, sufficient to enable the self-sufficiency requirement to be met on the basis of its five year development program.

v. It is recommended that the development agency's situation be reviewed after the initial five year program, at which time a Phase II Financial Plan should be established for the next five year period; at the end of Phase I it may be appropriate to integrate ongoing activities of the East Yard development agency with those of other development corporations owned by the three governments to achieve cost economies and utilization of lease incomes derived from other projects.

6. Mandate for The New Community Development Corporation

It is recommended that the new Corporation be required to carry out the following mandate (after the Phase 1 Concept and Financial Plan has been confirmed):

1. own approximately 58 acres of public lands on behalf of the three governments

2. conduct the necessary ongoing planning for these lands

3. undertake final decisions on the location and design parameters for specific components to be developed on these lands

4. select developers for each component and negotiate necessary land leases and development agreements with each selected private and public developer

5. finalize with CN the schedule and arrangements for clearing and relocation of CN's railyard activities (including provisions for interim joint use, where appropriate)

6. finalize with CN any arrangements required for joint use of services or other joint development activities

7. finalize with the City any development plans required to proceed with developments on these lands

8. undertake the planning and construction of the necessary infrastructure pursuant to such development plans (including the necessary provision of road access to the Parks Canada project) e.g., new underpasses and site roads (excluding the York-

St. Mary extension), specific portals for such underpasses, enhancement of main line berm area, site landscaping, riverbank enhancement and stability improvements, assistance towards the development of appropriate pedestrian links throughout the site, provision of site municipal services, development of parking for the non-housing activities

9. undertake ongoing responsibility for management of the public lands, as required, including any functions that are owned by the agency (e.g., parking facilities)

10. facilitate the co-ordination of all development activities within the development area of the East Yard (including lands owned by others and lands adjacent to this area).

The Phase 1 Plan should determine, by March 1987 (or as soon thereafter as is feasible), any specific additional functions or components that the development agency would be responsible for carrying out (e.g., parking, the son et lumiere, and a festive market are activities that might merit consideration).

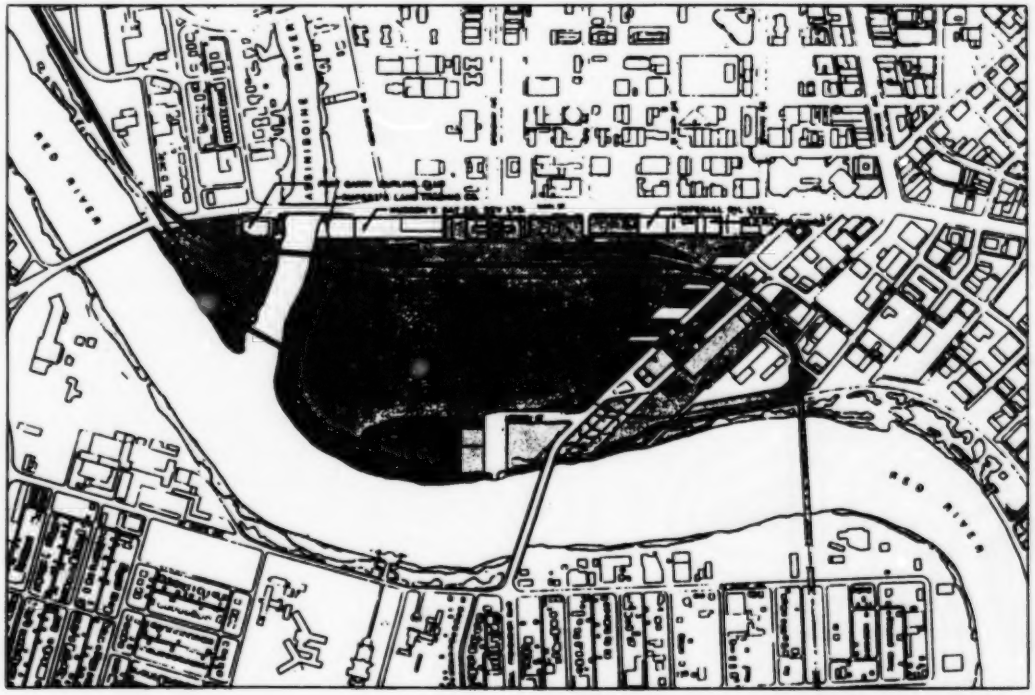


Fig. 1 East Yard Task Force Study
Area Plan — Site Determinants:
Existing Ownership.

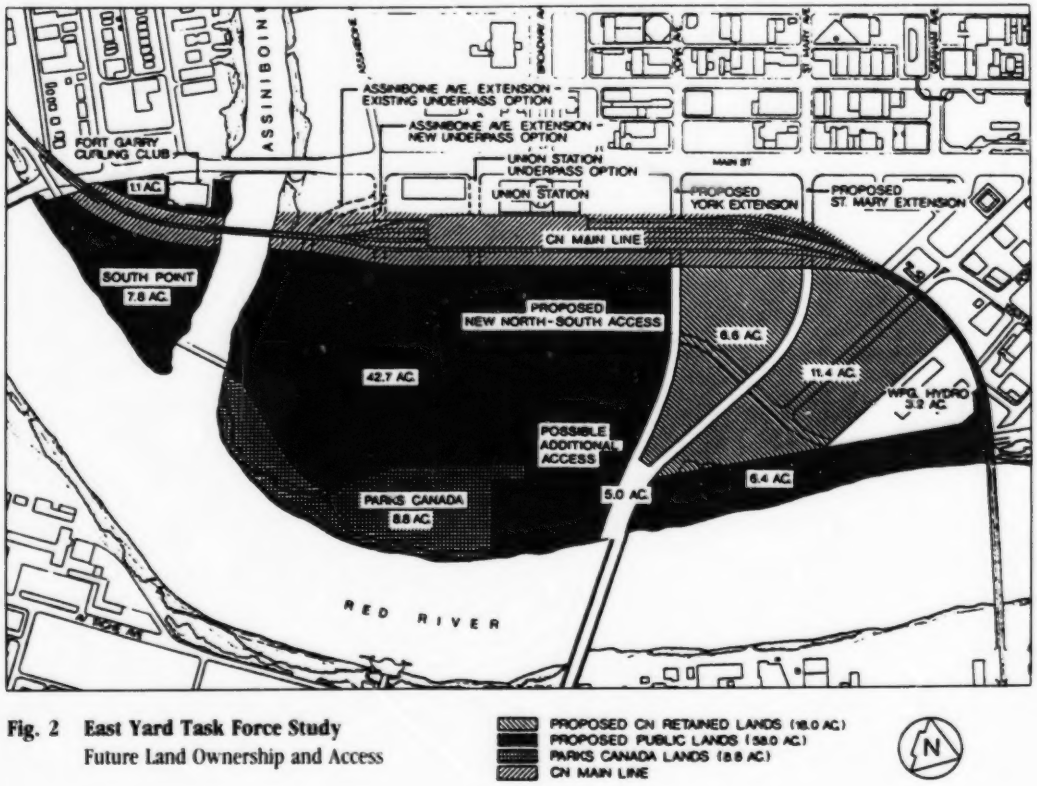
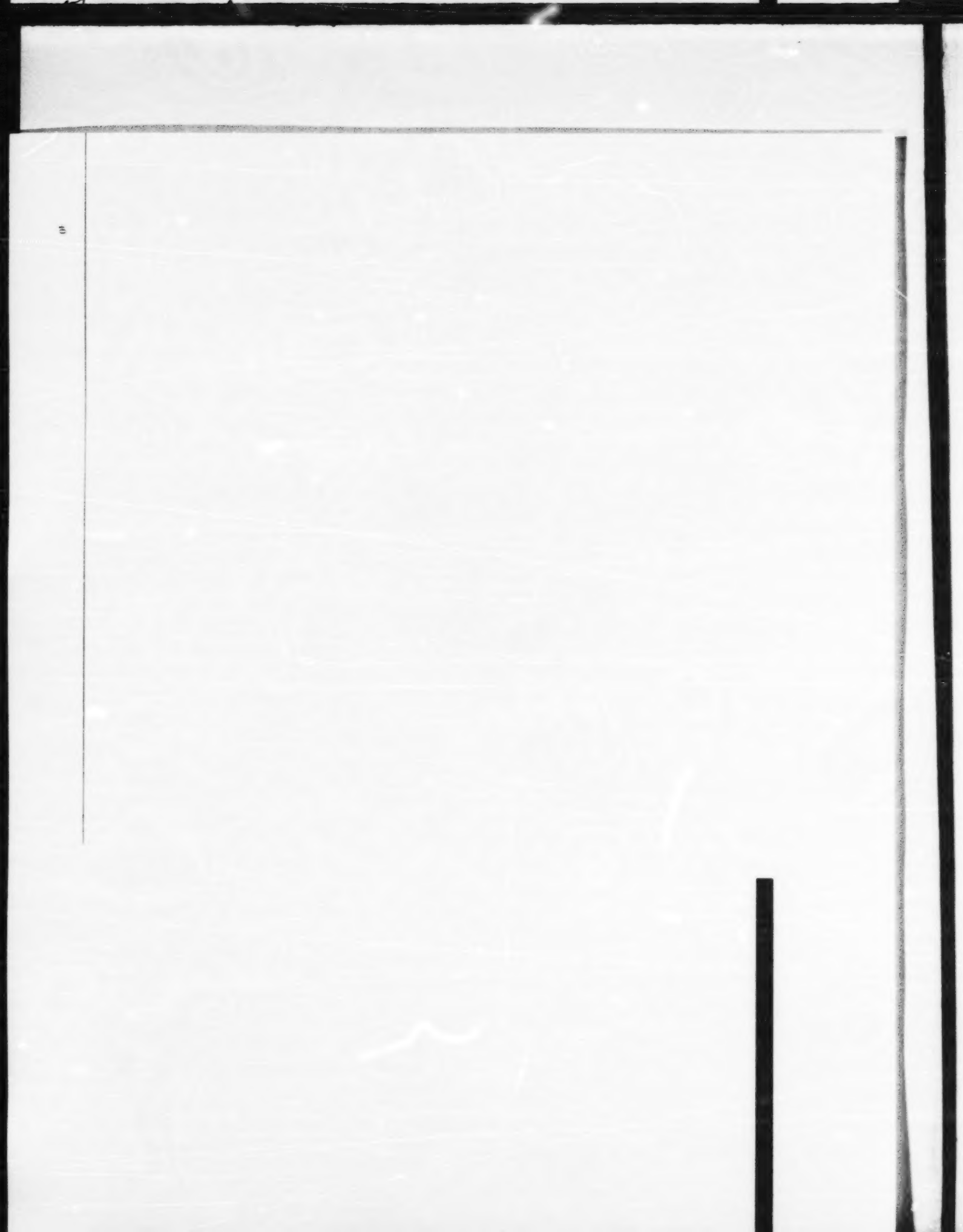


Fig. 2 East Yard Task Force Study
Future Land Ownership and Access



Appendix II Public Consultation: Citizen and Special Interest Groups

II

CITIZENS	COMMENTS/RESPONSE
Allen, N.	Farmers market at The Forks
Alderson, M.	Presented Sept. 14, 1987. Project should address needs and interests of native people.
Bookbinder, L.	Unique: recognizes historic birthplace Wpg. as Gateway to West Complement: public transportation facilities; adequate waiting areas; adequate parking Celebrate: similar presentation as in Lockport. Public Use: Enclosed Farmers Market — Summer water sports — Beer and Wine Garden — Housing Components: Festive Market Priorities: Beer & Wine Garden, recreation Housing. Other components — first class family
Brodeur, P.	Community College (satellite of RRCC) should be built on site
Brown, R.E.	Domed Stadium and other facilities.
Bruce-Barron, R.R.	Proposed theme of multi-culturalism; opaque plexiglass dome; wide range of facilities and activities to heighten Winnipeg's image and create The Forks as a "world class" attraction.
Carsted, F.	Reconstruct Ft. Gibraltar or relocate fort from Whittier Park. The fort could be a backdrop to historical animation activities.
Changue, R.	Reconstruct trading post; also a residential section where blocks of different time periods rented to seniors at discount provided they dress according to the historic era when visitors in area.
Confidential	Arena, large tower, riverbank park only if there are restaurants.
Danku, L.G.	Leave riverbanks accessible to public and do not allow private development on riverbank.
Dewson, R.B.	Concern that trackage be made available for Prairie Dog Central; possibility of streetcar operating through Steven Juba Park.
Dicks, C.	Presented July 21, 1987. General agreement with approach; emphasize integrated approach including social, spiritual and religious as well as historical; cultural; also include spot of solitude; past communication links; no highrise housing.
Dobbin, J.	Presented July 21, 1987. Relocate U of W to The Forks.
Duguay, L.	Presented July 15, 1987. Redress historical division created by rivers; reflect local needs; meeting place for all groups on year round basis; consider Corporate sponsorship.
Dunne, M.	Re-enact history of "Forks" area itself throughout; establish theatre involving many writers and artists. Copy of drawing from early riverboat journey.

Durrant, J. Would like to see archway over entrance from West (between St. Mary and York). Also bus terminal to bring visitors to site.

Einarson, G. The area should be a place to meet, have fun, touch our historical past, market gardens; also include a bandstand, and an artists' area.
Make it a treat to visit, a visual highlight for the downtown area. Celebrate historic buildings, motifs and displays.
Public, year-round open stages, toboggan runs; flea market; craft markets.
Priority — entertainment and recreational lst, housing 2nd, business 3rd.
Other components — transit service and handicapped areas, ample parking.

Eliason, M. Presented June 29, 1987.
Major attraction for everyone; multimodal centre, rail museum, and residential.

Elliot, G.L. Use modern technology to portray historical events.
Quality restaurants.
Park, paths & bicycle paths.
Take care with an outdoor stage.
Have a performing shed for summer musical activities.
Develop downtown area feeder bus (DASH). Keep housing to a minimum.
Don't make the amphitheatre the central feature of the site.

Epstein, D. Presented June 25, 1987 to Board.
No specific proposal as developer; general views and suggestions; focus on long term public sector projects; canal suggestion; request Board to decide soon against festive market at The Forks (to enable proposal to proceed in Exchange District).

Erb, E. Landscaping: use of native flora of upper Fort Garry area (shade, fruit trees, shrubs, wild flowers).

Fickes, E.R. Presented June 29, 1987.
Wichita River Festival example for The Forks.

Giesbrecht, R. Provide distinct personality (e.g. Quebec City). A scaled down fort example of early Winnipeg life. Public use year-round a priority; domed stadium. Other components: increased activities to promote uniqueness of the City (e.g. Harrisburg, Virginia).

Gilmore F. Maintain Forks as a park with bandstand or stage for activities.
Use historical markers to interpret significance of the site. Opposes commercial/residential use. Celebrate the site by celebrations on site on Canada Day.

Gommerman, B. Floating dock.
Historic statue of first settlers meeting native people.
Hedge type maze like London's Hampton Court.

Hanuschuk, B. Presented July 15, 1987.
Support mixed-use with emphasis on continuous riverbank (about 30 acres for park as lst priority). Use a multi-discipline group for plan. Private sector participation. Design competition for major focal points.

Henderson, D.G. Extend Broadway to join Provencher and provide one great boulevard joining both sides of the river.

Holmes, R. Disappointed there is no Arena complex. Raises questions about housing, office, market etc. Asks about road access and traffic.
Give the project lots of thought.

Hurd, A. Would like to see a wilderness park for natives and other persons without bicycle paths, roller skates, dogs. With benches, hammocks, and sand/wood chip paths. Emphasis would be on "quiet native lifestyle". Also amphitheatre where children could be taught native heritage. Patrolled areas.
Teepee type building with crafts.

Johnston, J.S. Presented on July 21, 1987.
Riverwalk concept of San Antonio applied to The Forks (sketch of canal system); also arena, extension to riverbank park.

Jones, P. Sports area for blind and handicapped persons.

Kolomaya, M. Presented Sept. 14, 1987. Recommends a combined cancer research centre and disease research centre ("Terry Fox" Research Centre).

Konkin, J.W. Agrees that site should be developed into major, multi-use, riverfront attraction: historical, cultural, recreational, residential and commercial. Accessible by all. Hopes riverbank park will be a reality, free from commercial encroachments. Would like to see historic attraction for children.

Kosman, P. Develop as a year-round playground or amusement park. Suggest summer and water activities.
Also outlines Red riverbank area that should be saved for public use.

Kraut, C.M. Presented July 21, 1987.
Math centre project which will bring the public on a year-round basis.

Lehrman, J. Recreation and Parkland favoured. Don't compete with downtown, i.e. with offices, shops and residential.
Celebrate by year-round recreation and parkland.
Slow down the development; give downtown a chance.

Lindsay, B. Tower for sightseeing. Football / soccer field.
Keep open greenspace with access from Assiniboine & Main.
Bicycle path with access to Steven Juba Park.
Large skating pond with warm-up building.
Walking bridges to span Red and Assiniboine rivers.

Lucas, B. Recommends bicycle paths on site and adjacent bicycle path connection, e.g. Provencher Bridge, Assiniboine Ave.

MacDonald, D.I. Presented July 15, 1987.
Agrees with present access and servicing plans.
Agrees with railway development plans.
Present CAI lands should be kept for public use.
Suggests expanding U of W Campus.
Suggests major central park with public amenities.
Suggests that Board make a decision re S.W. transit corridor.
Should not be in a hurry for short-term results; instead a project of pride for 20-50 years from now.

Matheson, K. Prefers all park for local citizens with no commercial development allowed at all.

McGregor, K. Site must be for people and exude historical hospitality.
Forks can complement downtown by becoming the multi-cultural ethnic anchor for downtown.
Year-round attraction to tie together Board's ideas already outlined.
Priority — (1) Historical & cultural. (2) Festival/recreation. (3) Parks & housing. (4) Office and commercial.
All tourists should go to this area for information.
Prairie Dog Central should be based here.
Must be a safe place.

McGugan, B. Proposes early childhood program, eg. Hospital's Teddy Bear Picnic.
London, Ontario Story Book Gardens (enclosed pamphlet — year-round)
Could add to local history.

McIvor, M. Suggests that a silver post be placed near the forks of the river to commemorate the arrival of the Countess of Dufferin by barge from Minneapolis. Her grandfather witnessed this and Mrs. McIvor was compelled by his memory to bring forth this suggestion.

Melnicer, R. Gallery for artists.

Nickel, A. Dome stadium and arena. Multi-use of Grey Cup, annual shows, sports events, displays, minor and major league games etc.

O'Rourke, P. Presented July 15, 1987.
Tourist draw to change Winnipeg's image, eg. arch to indicate gateway focal point of site. New image destination point. World wide design. Competition to select structure; annual festival.

Potter, A. Create a Forks Theatre Project involving writers and artists to re-enact history of site. Turn the west bank into a "celebration" of landscape through a theatre. Encloses excerpt from the "History of St. Mary's Academy & College and its Times".

Prince, M. Presented Sept. 14, 1987. History of Western Canada is our most important aspect.

Price, R. Presented on June 29, 1987.
Concern about moving too fast with too little public input; seek native involvement; don't give preferential treatment to elite groups.

Reeve, G. Presented July 15, 1987.
Include contemporary as well as historical component; design excellence, don't need passive green space; supports sculpture garden.

Rhule, M. Presented July 21, 1987.
Proposes winterdome project with swimming, running, casual picnics, to allow tropical environment in winter; particularly relevant for citizens in winter who can't afford travel to tropical areas; reported on similar facilities in Wales and other European cities.

Russell, B. Presented July 21, 1987.
Every child in city associated with a group or school should participate by planting a tree.
Develop an irrigation system and move water through the site in the form of waterfall, fountains etc.
Develop a water park as in W. Edmonton mall esp. for children of the core area.
Reflect historical events — Riel, forts.
Keep vehicular traffic to a minimum and ensure adequate walkways and bicycle paths.
Have enough green space for children's outings.
Don't tear out trees on the bank.

Senecal, M.L. Doesn't like the name "Forks".
Wants a tower.
Recognizes a first class development.

Shipley, N. Centre to commemorate all phases of transportation.

Slogan, J. Presented July 21, 1987.
Concerned Task Force did not focus enough on use of rivers; cannot bring his ships to The Forks due to closed bridges.
Wants FRC support.

Smith, David Presented on June 29, 1987.
Emphasize network of rivers as "canals"; develop for tourist benefit.

Smith, Dennis Presented Sept. 14, 1987. Slide show indicating potential use of site (water, outdoor theatre and lights for strong visual appeal); natural circle walkway through St. Boniface; vertical features. Possibly recreate northern lights.

Smith, J. Primary uses should be non-commercial / historical / public.
Complement / strengthen;
Developments should be different from rest of downtown.
Include multi-media presentations (theatre / display / re-enactments). Design for year round use. Priorities (1) — public park / recreational. (2) — historical, (3) tourist attraction (Railway Museum / display).
Other components — good access; indoor and outdoor all year; unfortunate Upper Fort Garry outside development.

Stratton, T. Presented July 21, 1987.
Reviewed developments in other cities and need for proper research; must generate people.
Need for active versus passive uses suitable to winter as well as summer.

Thomson, G.T. Par 3 Golf Course / cross country ski area, surrounded by bicycle and walking trails.
Union Station Clubhouse & sports complex.
Charge fees for revenue purposes.
Prevent area from becoming a hangout (e.g. a park).

Timm-Rudolph S. Presentation July 21, 1987.
Include residential component, river and park component (marina, boardwalk).
Develop parking and unique public transport; friendly streetscape, mardi-gras in summer.

Tripp, G.	Presented Sept. 14, 1987. Increase residential beyond 1,000 units. Don't promote office; don't reduce height and density as projects move to river edge (principle 6), i.e. develop non-feature, non-parkland areas intensively to meet self-sufficiency objective (e.g. high rise condos or apartments near rivers). Also referred to aquarium with prairie fish species.
Unsigned	Suggests "St. Anthony on the Wharf" concept from Minneapolis.
Villa Cabrini Inc.	Would like to see development of another Senior Citizen's home
Wilson, D.	Suggests that some of the CommMotion exhibits from CN's Expo 86 be located in the atrium of the Forks commercial plaza. Entire Forks area except CN retained property to be developed as a national park; also scaled down version of Ft. Gibralater; retain Prairie Dog; aerial cableway crossing river; moderate recreation; varied residential and commercial.
Worms, C.	Domed stadium.

SPECIAL INTEREST GROUPS	COMMENT/RESPONSE/PRESENTATION
Association of Manitoba Archaeologists Inc.	Presented July 15, 1987 by D. Hems. Archaeologists emphasize historic place; seek impact assessment and inventory of heritage resources and comprehensive archaeological inventory before development. Slow pace; emphasize open space, continuing archaeological activity.
Canadian Artists Representation of Manitoba	Presented July 21, 1987 by G. Asmundson. Locally produced Manitoba art should be included in The Forks. Identify various possible elements. Suggest visual art advisory with 1% of FRC funds dedicated for this purpose.
Centre Culturel Franco-Manitobain	Would like to see a clear and definite physical presence of the French and native community. Would like to have native and French Canadian communities to sit as regular board members.
Cyclopathic Party	Presented on June 29, 1987 by S. Raizen. Plan for bicycle use.
Downtown Winnipeg Association	Presented Sept. 14, 1987 by R. Taylor. Recommend year-round use as destination for tourism as well as local recreation. Suggest "transportation centre" of world class calibre; caution about retail/commercial competition. Also suggests conference centre.
Festival du Voyageur	Presented July 15, 1987 by K. La Roche. Include festival in planning. Develop and plan both sides of river. Reflect French character.
Friends of Winnipeg Heritage	Presented July 15, 1987 by H. Holla. The Forks is a non-renewable historical priority. Establish heritage village as a meeting place; avoid theme parks-West Edmonton Mall/Harbour-front/Disneyland approach.
German Canadian Congress	Presented July 21, 1987 by K.H. Kusyk. The Forks should be a gathering place for all people and the central theme should be multiculturalism. A list of recommended facilities includes ethnic exhibits, library centre of multi-cultural studies, etc.
Heritage Canada Federation	Attended July 8, 1987 meeting with Board.
Heritage Winnipeg Corporation	Presented June 29, 1987 by G. Siamandas and D. McDowell, and attended July 8, 1987 meeting with Board. Emphasize public sector land and big scale development ($50-100 m.Government funds); no private involvement at outset. Support historical archaeological and rail themes.
Hong Kong Veteran's Association	Presented on July 21, 1987 by H. Atkinson. Suggests that Parks Canada park be named after the late John Osborne, V.C.
H.M.C.S. Uganda Veterans Association	Interested in naval museum being housed on the site as well as a location for a naval base.
Inter-Agency Group	Presented Sept. 14, 1987 by B. Chochinov. Want to facilitate access to all core area residents; recreation and housing should be accessible to all socio-economic groups.

Heritage St. Norbert / Ligue Feminine Catholique	Presented July 15, 1987 by M. Lemaine. Historical sketch & Heritage role of Indian Woman. Suggests a commemorative statue at The Forks with name "Mother of the West: (Mere de L'Ouest) and that the inscription be trilingual — English, French and Indian (Cree, Saulteaux).
L'Association des Residents de Vieux St. Boniface	Presented July 15, 1987 by S. Cameron. Concerned about potential negative impact on Provencher Blvd. if bridges twinned. Seeks slow, careful development.
Manitoba Action Committee on Status of Women	Presented June 29, 1987 by M. Cogill. Support Task Force report. Emphasize accessibility and evolutionary long term planning process. Outlines principles, for example accessibility to handicapped; low-income families; women with children etc.
Manitoba Association for Native Languages	Attended July 8, 1987. The Forks should honour the Languages first people in Canada and Manitoba-Indian people. A special building would be appropriate for this purpose. She hopes the Board will allow native people to play a role in decision making process.
Manitoba Association of Canadian Institute of Planners	Presented July 21, 1987 by F. Cates. Concerns about physical planning, linkages, site accessibility. Support task force report and long term planning. Recommend projects that are safe, year round use, wide range, family oriented and self sustaining.
Manitoba Heritage Federation	Presented July 15, 1987 by R. Breckman to the Board. Preserve historical aspects of site; wants to participate on Heritage Advisory Committee.
Manitoba Historical Society	Attended July 8, 1987 meeting with Board. Propose focus on The Forks as "meeting place", ie. major rendezvous; settlement and transport centre from pre-contact period of native use to present day; integrate blend of uses on the site; park area connection; don't duplicate Broadway high-use design or public facilities of Exchange District and North Portage (eg. foodmarket, Imax, *son et lumiere*). B&B Building's historic importance as part of rail museum with Prairie Dog use. Support Western Canada Heritage Centre proposal as well as archaeological monitoring and visitor dig. Plenty of public attractions.
Manitoba Metis Federation	Presented Sept. 14, 1987 by Y. Dumont to the Board. Attended July 8, 1987 meeting with the Board. Propose Metis participation in rebirth of The Forks as people and trading centre. This was their birthplace as a nation. Propose statue of Riel the statesman and name for project as "Riel Confederation Square". Multicultural meeting place. Recognize Metis as people of commerce and enterprise, not a museum people. Include more than parkland, green space, museums of the past — signal confidence in future of Winnipeg and Manitoba. Include centre of commerce and enterprise; want to work closely with Board on this aspect.
Manitoba League for Physically Handicapped Inc.	Presented Sept. 14, 1987 by V. Demereckas. Access for all handicapped people; propose advisory committee and "Barrier Free Design Institute" and boat dock with barrier free design.

Manitoba Department of Culture, Heritage & Recreation	Presented June 19, 1987 to Board and attended July 8, 1987 meeting with Board. Application of Manitoba Heritages Resources Act to site.
Manitoba Multiculture Resource Centre	Presented July 21, 1987 by L. Letinecz and O.T. Anderson. Endorses multicultural development partnership proposal; wants office facilities in the project; housing should be for all groups. Various transportation access including footbridge to St. Boniface. recommended.
Metis Arts of Manitoba	Attended July 8, 1987 meeting with Board.
Musee Saint Boniface	Attended July 8, 1987 meeting with Board. Boat connection to St. Boniface. Pedestrian corridors. Complement historic facilities.
Pemican Publishing	Attended July 8, 1987.
People in Equal Participation Inc.	Presented June 29, 1987. Reflect needs of all people including disabled. Multi-cultural concept.
Reseau	Indian Woman should be recognized as founder of Metis nation and Mother of West. Would like to erect statue at Forks "Mother of West"
Riverbankers Inc.	Presented July 15, 1987 — Concerns water levels; erosion, access. Supports interpretive centre; marina setting should not be on Assiniboine; favours year-round access and use.
St. Boniface Historical Society	Presented July 15, 1987 by J. Riel; attended July 8, 1987 meeting with Board.
Société Franco-manitobain	Presented July 15, 1987 and attended July 8, 1987 (R. Gosselin). Historical emphasis-reflect native and french speaking commentary on Board. Clarify criteria for grants to community organizations.
Treaty & Aboriginal Rights	Presented Sept. 14, 1987 by H. Olson. Indian community interested in project; want to be involved. Concerned about potential Indian burial sites; seeks ongoing dialogue with Board.
Ukrainian Canadian Committee	Presented Sept. 14, 1987 by R. Yereniuk. Support multi-cultural centre for all groups and visitors and meaningful link to St. Boniface.
Winnipeg Chamber of Commerce	Presented June 29, 1987 by W.W. Draper and W.R. August. Supports development of The Forks as tourism destination and public facility. Don't compete with other areas of downtown. Supports passive park; supports development corporation and favours self-sufficiency for the project.
Winnipeg Croation Congregation	Presented June 29, 1987 by Father Isadore Grabovac. Advocates a multicultural centre for use by smaller ethnic organizations.
Winnipeg Convention Centre Corporation	Project could be a major attraction.
Winnipeg Convention & Visitors Bureau	Presented July 15, 1987 by D. McLennan Emphasize "destination development" to create strong thrusts draw (major world class attraction) using multi-cultural, river and all season elements.

Appendix III Public Consultation: Developers and Proponents

DEVELOPERS	COMMENT/RESPONSE/PRESENTATION
Aero Realty	Courts/fitness facility/lounge; 6 squash courts, 6 raquetball courts, aerobic area, weight and equipment, lounge. 25,000-30,000 sq. ft. $1.6 M.
The Bentall Group	Senior care lodge (150-200 units)
C.B.C.	CBC Production Centre at The Forks.
Cambridge Imperial Developments	Presented June 19 & July 14, 1987 to Board. Proposals — housing, (condo, seniors, rental); marina complex and festive marketing (stable buildings)
Crystal Builders	Presented June 25, 1987 to Board. Housing, Condo (Sr.), Commercial Retail. Detailed plan submitted in October.
Flair Homes	Presented on June 29, 1987 by P. MacNeil and B. Maybank to Board. Proposal for single family homes.
Manitoba Hydro	Investigating downtown location for new Manitoba Hydro office.
Matrix Development Group	Presented July 14, 1987 to Board. Proposal re housing (condos, seniors) and festive building and staging area.
Montex Development Inc.	Seniors housing and market rental housing.
Penner Properties	Presented June 23, 1987 to Board. Interest in housing and Johnson Terminal (for office/retail or housing)
Sozo International Inc.	Presented Sept. 10, 1987 to Board. Major year-round water park, tropical garden, restaurant, etc. complex privately financed.
Tripp Food Concepts	Presented Sept. 14, 1987 by G. Tripp. Proposal: railbridge over Assiniboine River for multi-food service facility plus general points on entire area at public hearing Sept. 14/87.
Winfield Developments	Presented June 30, 1987 to Board. Review Minneapolis project and discuss project possibilities at The Forks.

PROPONENT	COMMENT/RESPONSE/PRESENTATION
Camawin Development Enterprise	Proper development of site will change "negative" attitudes about Winnipeg. Does not approve residential development — prefers wide range of events and attractions with tourism and local public use orientation. Enclosed some of his research on domes. Multi-cultural facilities are supported but should not be done in existing buildings. Bridge on restaurant, *son et lumiere* and marine are supported. Dome stadium or theme park is rejected. Suggests careful landscaping, portals, international bazaar, marina.
Chinese Historical & Cultural Museum of Canada	Attended July 8, 1987 meeting with Board. Chinese Museum, garden.
Crossways International Inc.	Proposes Forks be developed over 7 years as Global Centre of human celebration, education, trade and recreation highlighting Winnipeg as geographic centre of North America. Include cross cultural training centre, architectural museum, multimodal transport hub, tower,marina, hotel complex and housing.
De Forest C. & Boucher R.	Presented July 15, 1987 by C. De Forest. A comprehensive presentation seeking absolutely unique, people focussed non-hurried and comprehensive approach based on long term use and criteria and 2 stage national planning and architectural design competition; see site as renewal of Winnipeg's future; tourism and large scale entertainment/information communication industry (focus on people, solar energy, hydro-electric energy); avoid high rise, high density housing and office/commercial; see non-permanent structures able to accommodate continual change; plan suggested with Historic Trail (pedestrian link to Portage/Main) and tent-like structure at south end.
Finucan W. And Associates	Presented Sept. 14, 1987 by J. Reimer and C. Jackson. Recommends production and broadcast centre at The Forks. CBC should take lead role and be the flagship.
Forks Feature Task Force	Presented Sept. 30, 1987 to Board. Propose international design competition for a prominent visual feature at The Forks.
Lehrman, J./G. Bargh/ C. Coop / N. Maruca	Proposal for Museum of the City. Objectives are to provide visual documentation on physical development of Winnipeg. Encourage awareness and knowledge to residents and tourists. Vehicle for soliciting public opinion and ideas.
Lepholtz, C.H. and Associates	Presented Sept. 10, 1987 to Board. Recommend a major new symbol for Winnipeg. Recreation and Parkland favoured. Don't compete with downtown, i.e. with offices, shops and residential. Celebrate by recreation and parkland. Year-round by recreation and public. Priority - slow development — give downtown a chance.
Manitoba Archaeological Society	Presented Sept. 30, 1987 to Board. Proposal for archaeological excavations, impact assessment and mitigation measures.
Manitoba Action Committee on Status of Youth	Presented July 21, 1987 by D. Flanagan. Large community centre with major portion dedicated to youth and for use by seniors.
Manitoba Children's Museum	Presented July 15, 1987 by L. Isitt, attended July 8, 1987 meeting with Board. Interested in permanent full-scale children's museum in The Forks (home for their museum); need about 30,000 sq. ft., about $2 million capital and $500,000 annual operating budget.

Manitoba Printmakers Association	Propose facility (atelier for print making) to sustain wide range of art productions activity with public access and display.
Manitoba Small Business and Tourism	Emphasize opportunity for tourism development; copy of study of opportunities;
Manitoba Softball Association	Preliminary sketch submitted for a multi-diamond softball/recreational complex.
Mid Canada Marine Dealers Association	Presented July 15, 1987 by E. Rondeau. To develop modern marina with minimum 50-100 berths plus launching facilities; seek management role, also prepared to erect permanent monument to boating industry contribution.
Midwestern Rail Association (1975) Inc.	Presented June 29, 1987 by D. Harris. Met Board on June 30, 1987 and attended July 8, 1987 meeting with Board. Seeks rail museum using existing buildings; support prairie Dog retention and streetcar to Point Douglas
Multicultural Development Partnership	Presented June 25, 1987 to Board. Focus on multicultural theme with related projects (multicultural centre and other elements)
Museum of Man & Nature	Presented June 29, 1987 by B. Ballantyne. Western Canada Heritage Centre with Expo style interpretive centre, visitor reception, archaeological centre and rail museum. Attended and spoke July 8, 1987 meeting with Board.
Pro-Slide Productions Inc.	Presented Sept. 14, 1987 by F. Wyne. Propose major audio-visual centre as tourist attraction; round-house concept including 2 theatres (one for multi-media presentations) plus interactive modes to interpret history, futuristic elements, children's activities.
St. Andrew's Society	Presented June 29, 1987 by J. Webster, attended July 8, 1987 meeting with Board. Propose to commemorate Selkirk settlers; also rebuild Fort Douglas, e.g. plaques; cairn; computer feedback to Scottish names.
Sculpture Park Group	Presented June 19, 1987 to Board. Outline sculpture park proposal and initial Board of Directors for project.
Societe Scenographique	Can provide sound and light show services on site.
Vintage Locomotive Society Inc.	Presented June 29, 1987 by J. Sine. Met Board on June 30 and attended July 8, 1987 meeting with Board. Seek new home for Prairie Dog; possible rail museum and streetcar access retention at The Forks. Support rail museum.
Western Canadian Heritage Working Group	Presented Sept. 14, 1987 by M. Faye. Western Canadian heritage Centre proposal; major interpretive centre developed in phases over 10-15 years; animation and other modern techniques; need for tri-goverment sharing of major operating costs. Should develop as first attraction. Include entry/orientation mode, multi-purpose facility, native culture centre, rail centre, and linkages to other areas and projects.
Winnipeg International Children's Festival	Presented June 29, 1987 by C. LeClerc. Wants access to The Forks for annual festival.
Zeilig, M.	Presented on June 29, 1987. Peace Park & resource centre proposal.